

Worswick.—No, I'm afraid we stopped short of it.

Davies.—Well! That's a very poor answer to me!

Worswick.—Sorry. It's simply a question of time, Mr. Davies. However, let me just say this. If you still don't like it—I did say there was a second method by which in a slump the Government can increase total spending. It can redistribute the community's income.

Davies.—And what does that mean? Making the rich poorer, and the poor richer?

Worswick.—That's more or less the idea but not exactly—as you'll see in a minute—with the purpose of getting more money spent. There are many ways of doing it—one is by altering taxation. The Government can lift taxes off things like sugar, tea, beer and tobacco and entertainments, and thus enable the poorer people to buy more. And it can increase income tax on large incomes and thus prevent the richer people from saving too much.

Davies.—That's all very well. That simply shifts the spending from the rich to the poor.

Worswick.—No, while the poorer will spend the whole of the increase, the richer people are unlikely to cut down from their current expenses to the full extent. They will take part of it out of their savings. So that the total spending will increase.

If you want jobs for all *and* a balanced Budget—full employment *and* "sound finance," you must advocate the maintenance in peace of rather stiff income and surtax on those incomes which, owing to their size, lead to excessive savings. And you might advocate, at the same time a lowering of indirect taxes which fall most heavily on small people and on consumption.

Davies.—Difficult to put through—isn't it?

Worswick.—Perhaps. But that's a different matter. The other way, as I said, is to let the Government do more of the spending—and that will mean a rising National Debt. The writer, if you remember, accuses me of promising something for nothing. That's why he calls me a pedlar of dreams.

And now I should like to read the third letter I brought with me. It comes from a manufacturer. He also is unhappy about our policy of spending and then goes on to ask a number of questions which I've seen ventilated a good deal lately in the press. Here is part of the letter—

"I am a manufacturer. I inherited the business which my family have been running on the same principles since the century before last. We have made a profit out of it on which we have lived, developed our business and employed consistently more men. I have been trying, since your broadcast, to envisage the mills and the manufacturers of the future and pondering on the motives that lead people to work and plan, to adventure and to save. If, under the new economy there is to be continuous and unbroken demand for labour, a sellers' market for labour—the job seeking the man, instead of the man



Report of the Committee on the

**INDIAN
FOREIGN
SERVICE**

MINISTRY OF EXTERNAL AFFAIRS

| | <i>Paragraphs</i> | <i>Page</i> |
|---|-------------------|-------------|
| CHAPTER V . . . EXTERNAL PUBLICITY | | 56 |
| Long-term publicity | 175—177 | |
| Current publicity | 178—179 | |
| Survey of present External Publicity Division | 180—184 | |
| Relations with Ministry of Information & Broadcasting | 185—187 | |
| Attitude to publicity | 188—189 | |
| Communication | 190—192 | |
| Policy formulation | 193—194 | |
| Regional orientation | 195—197 | |
| Briefing in Delhi | 198—203 | |
| Publicity units abroad | 204—208 | |
| News bulletins | 209 | |
| Features and photographs | 210—211 | |
| Pamphlets and brochures | 212—216 | |
| Films | 217—222 | |
| External Services of All India Radio | 223—227 | |
| Publicity agencies | 228 | |
| Libraries | 229—231 | |
| Personnel | 232—235 | |
| Conclusion | 236 | |
| CHAPTER VI . . . RECRUITMENT | | 73 |
| General survey | 237—240 | |
| Attractiveness of Government Services | 241—245 | |
| Analysis of quality of recruits to the IFS secured through competitive examinations | 246—252 | |
| Scheduled Castes and Tribes | 253 | |
| Proposal for recruitment to IFS through IAS | 254—259 | |
| Recruitment of women | 260—264 | |
| Inclusion of special subjects | 265—269 | |
| Personality Test | 270—273 | |
| Cadre requirements during 1966-76 | 274—278 | |
| Over-age entry | 279—282 | |
| Temporary borrowing of talent | 283—284 | |
| Manning of special posts | 285—286 | |
| CHAPTER VII . . . TRAINING | | 89 |
| Three aspects of initial training | 288—289 | |
| Present position | 290 | |
| Total duration of training : academic versus practical bias | 291—293 | |
| Directorate of Training | 294—295 | |
| Attachment to the National Academy of Administration | 296—301 | |
| District training | 302—305 | |

| | Paragraphs | Page |
|--|------------|------|
| CHAPTER VII—(contd.) | | |
| Attachment to the School of International Studies | 306—308 | |
| Training within the Ministry of External Affairs | 309—312 | |
| Functional training | 313—315 | |
| Language training | 316—318 | |
| Institute of foreign languages | 319 | |
| Attachment to an armed forces unit | 320 | |
| Bharat Darshan tour | 321 | |
| First posting abroad | 322—324 | |
| Departmental tests | 325—326 | |
| The training programme | 327—329 | |
| Pre-post training | 330 | |
| Mid-career and refresher training | 331—336 | |
| CHAPTER VIII . . . I.F.S. (B) | | 105 |
| Present composition and strength | 338—347 | |
| Need for officer-oriented structure | 348—351 | |
| A single IFS (B) structure | 352 | |
| Pay scales | 353 | |
| UDC's and LDC's grades | 354 | |
| Revision of examination syllabus for clerks and assistants | 355—357 | |
| Recruitment to Grade II (Registrar/Attache) | 358 | |
| Personal Secretaries | 359 | |
| Promotion to IFS (A) | 360—363 | |
| Selection Grade | 364 | |
| Training | 365—370 | |
| Languages | 371—373 | |
| CHAPTER IX . . . CONDITIONS OF SERVICE | | 114 |
| Foreign allowance | 376—382 | |
| Exchange facilities | 383 | |
| Home leave | 384—386 | |
| Special passages | 387 | |
| Children's education allowance | 388—391 | |
| Children's holiday passages | 392—395 | |
| Special allowance for service in hard stations | 396—397 | |
| Medical assistance | 398—400 | |
| Travel by air | 401—403 | |
| Outfit allowance | 404 | |
| Grade structure | 405—407 | |
| CHAPTER X . . . CONCLUSION | | 122 |
| The role of the Foreign Service in a changing world | 410—411 | |
| The Ministry of External Affairs | 412—421 | |

| | <i>Paragraphs</i> | <i>Page</i> |
|---------------------------------|-------------------|-------------|
| CHAPTER X—(contd.) | | |
| External publicity | 433—442 | |
| Recruitment | 443—447 | |
| Training | 448—453 | |
| IFS (B) | 454—458 | |
| Conditions of service | 459—468 | |
| ANNEXES AND TABLES | | 133 |

INTRODUCTION

We were appointed by the Government of India :

“To review the structure and organisation of the Indian Foreign Service, with particular reference to recruitment, training and service conditions, and to consider any other matters conducive to the strengthening and efficient functioning of the service at headquarters and abroad, and make recommendations to Government.”

Announcing this appointment, a Press Note issued by the Ministry of External Affairs on June 15, 1965 stated :

“The Government of India consider it desirable that a Committee be appointed to review the organisation and working of the Indian Foreign Service in the light of the experience gained since its inception and the changes that have taken place in India and in the world during this period. The object of such a review should be to bring about an improvement in the efficiency of the Foreign Service and in the working of Indian Missions abroad so as to make the Foreign Service better able to meet present and future needs of India's foreign policy and diplomatic representation abroad.”

We held our first meeting on July 9, 1965. We issued a Press Note soon after, inviting views and suggestions from members of the public on matters falling within the scope of our enquiry. We followed this up with a questionnaire in the form of a letter addressed to a number of selected individuals. Among them were Members of Parliament, persons prominent in public life, commerce and industry and journalism, educationists, scientists and former Ambassadors and High Commissioners. We were gratified by the response we received, and should like to record our gratitude to all those who have by their written or oral evidence helped us in our labours.

We did not think it necessary to visit any of our Missions abroad. Few of us could have found the required time to do so, nor did we consider it appropriate at a time such as this to incur expenditure in foreign exchange, more especially as all of us possessed in some measure knowledge and experience of the working of our Missions. The Chairman and some other members, however, on their visits to certain countries on other business, took the opportunity of discussing relevant problems with the Foreign Offices in those countries and with our local Missions. For the facilities

and assistance extended to them by the Foreign Offices concerned and our representatives we should like to express our indebtedness.

We received replies to our questionnaire from Heads of Missions as well as memoranda from Service Associations and individual officers of the Foreign Service, and had the benefit of personal discussions with some of them. We thank them all for their assistance.

We held in all 77 meetings. We set up no Sub-Committees, and worked throughout in full Committee.

Our task was greatly lightened by our Secretary, Shri N. Krishnan of the Foreign Service. He prepared all our working papers, and bore the main burden of drafting our report. An officer of tireless energy, wide knowledge and mastery of detail, he has been of invaluable assistance to us in all aspects of our work. We should like to place on record our appreciation of the efficient and ungrudging service rendered by him and his staff.

CHAPTER I

EVOLUTION OF THE INDIAN FOREIGN SERVICE

Ministry of External Affairs

1. The history of the Ministry of External Affairs, as it exists today, dates back to the year 1947, when it was set up under the name 'Ministry of External Affairs and Commonwealth Relations' by amalgamating the former two Departments of External Affairs and Commonwealth Relations of pre-independence Government of India. Under the control of the former, there were two Agencies-General—in the USA and China—and Indian Representatives attached to some British Missions (e.g. in Persia, Afghanistan and Tibet). Frontier areas were also the concern of this Department. The Commonwealth Relations Department had descended from the Indian Overseas Department, which in its turn had grown out of the Overseas Section of the Department of Education, Health and Lands. (Since the Member in charge of External Affairs was the Viceroy himself, it had been considered advisable to entrust the work relating to Indians overseas to another Department under Indian direction). There were under its control two High Commissioners, in South Africa and Australia, and Agents or Representatives in Burma, Ceylon and Malaya. The High Commission in London, whose main function at the time was to look after India's trade interests in the United Kingdom, was under the Department of Commerce.

2. With the appointment of the Interim Government in 1946, the political *raison d'etre* for two separate Departments had disappeared; administrative convenience also pointed to the need for a single Department to conduct India's foreign relations, whether with the Commonwealth nations or with others. The process of amalgamation was, however, delayed till the middle of 1947 because of the reluctance of the Member in charge of Commerce in the Executive Council to agree to the transfer of control over the High Commission in London to the new Department. In August 1947, the Department became a Ministry under the Prime Minister and two years later the appendage "Commonwealth Relations" was dropped.

3. Following amalgamation, the post of a senior officer to co-ordinate and supervise the work of both Departments comprising the Ministry was created. He was to be the principal adviser to the Prime Minister, who was his own Foreign Minister, on all matters relating to foreign affairs and was expected to relieve him of much of the Departmental burden. The designation of 'Secretary General' was preferred to that of 'Adviser' in order to emphasize the fact of his executive control over the Ministry's

activities. But for a short break in 1952, this post was in continuous existence till 1964, when it was abolished with the retirement from service of its last incumbent.

4. The 'Foreign Secretary' (Secretary of the former External Affairs Department) was originally placed in charge of external relations in general, while the relations with commonwealth countries were entrusted to an Additional Secretary, who became in the course of years the 'Commonwealth Secretary'. In 1956, a post of Special Secretary was created to take charge of Administration, under the overall co-ordination provided by the Foreign Secretary and the Secretary General. Four years later, work relating to Africa and West Asia, which had increased substantially, was also entrusted to him. During 1965, some attempt was made to modify the organisation at headquarters in order to suit the new functional requirements, following the abolition of the post of Secretary General. The old designations of Commonwealth Secretary and Special Secretary were abolished. The Ministry is now headed by the Foreign Secretary and two other Secretaries, designated as Secretary EA-I and Secretary EA-II.

5. The three Secretaries and the Secretary, Ministry of Commerce and the Joint Secretary (Administration) with Foreign Secretary as chairman, constitute the Foreign Service Board which is responsible for all diplomatic, commercial and consular postings and transfers, promotions and confirmations of Foreign Service officers of the Indian Foreign Service and Grade I of the Indian Foreign Service (B).

6. There are 18 Divisions in the Ministry. Eight of these are territorial Divisions, dealing with India's relations with foreign countries. An attempt has been made to provide more concentrated attention on India's neighbours, South East Asia, West Asia and Africa. Separate Joint Secretaries/Directors are in charge of them. The other ten Divisions are functional, general service or specialised Divisions dealing with the following: Administration; Protocol and Consular; Passport and Visas; External Publicity; United Nations & Conferences and Disarmament; Economic Affairs and Technical Assistance; Historical Research; Legal and Treaties; Policy Planning and Communications and Security.

7. In order to secure more effective co-ordination with foreign policy, external publicity was transferred from the Ministry of Information and Broadcasting to the Ministry of External Affairs together with the relevant complement of staff in 1948. The External Publicity Division is responsible for directing our publicity effort abroad, dissemination of publicity material, and all briefing at Delhi relating to foreign policy matters.

8. An Economic Affairs Division under a senior officer was created in 1947 but three years later, the post of Head of this Division, on the transfer of its incumbent to other duties, was left unfilled as part of an economy

drive and fell into desuetude. The Division also went out of existence for a whole decade until it was revived in 1961 as the Economic and Co-ordination Division under a Joint Secretary. The Division is expected to co-ordinate the handling of international economic questions and thus help in the formulation of a closely integrated politico-economic policy. In relation to such matters as trade agreements, credit and payments agreements, foreign aid negotiations and other technical agreements including air and shipping agreements, the role of this Division is primarily advisory both in relation to other Ministries and in regard to territorial Divisions. This Division has also assumed responsibility for all proposals relating to technical assistance with the exception of schemes and programmes within the scope of the Colombo Plan, which remains with the Ministry of Finance.

9. The Historical Research Division was set up in 1947 under a distinguished scholar designated Director. The Library was also placed under him. Except for some Research Officers attached later for specific purposes to special sections like the Kashmir Unit or the Disarmament Cell, the research work of the Ministry has been concentrated in this Division.

10. In 1965, a Current Research Division was set up to undertake research relating to current problems. Recently, this Division has been converted into the Policy Planning and Review Division and placed under the charge of a Joint Secretary. The Division is expected to engage in contingency as well as perspective planning and prepare papers for discussion by the Foreign Policy Planning and Review Committee.

11. Although a Legal Affairs Department was envisaged in 1948 and a beginning made with the appointment of a Legal Adviser, who held office for a short while, the Ministry had, in fact, to rely for many years on advice secured from honorary advisers and the Ministry of Law until 1957, when a Legal & Treaties Division was set up. This Division now advises this Ministry as well as other Ministries of the Government of India on all matters involving international law. The work of the Division having increased both in range and depth, it is now placed under the charge of a Joint Secretary, who is also designated as 'Legal Adviser'.

12. An Inspectorate was set up in 1954 mainly for the purpose of reviewing scales of allowances and amenities in missions abroad. In 1959, after one complete round of inspection of all our missions had been completed, it was kept in abeyance. Soon this was found to have been a mistake and it was revived in 1964 with an Inspector of the rank of Additional Secretary. The terms of reference were considerably enlarged to include also an over-all assessment of the working and effectiveness of the missions.

The Indian Foreign Service

13. The Indian Foreign Service was created as a specialised service for the conduct of the whole range of India's foreign relations—political,

consular and commercial—by a decision of the Cabinet of the Interim Government in October, 1946. The summary for the Cabinet in 1946 set out the purpose in the following terms:

“The new Service of our conception will man all India's posts abroad, whether diplomatic, consular or commercial, in foreign as well as Empire countries. Since in the conditions of the modern world economic policy cannot be divorced from other aspects of foreign policy, and the view is now generally accepted that there is no logical justification for staffing diplomatic and consular from separate services, the new Service will man all three categories of posts. An officer will naturally be employed as far as possible in the type of post for which he shows most aptitude, but it is contemplated that all members of the Service will have experience of diplomatic and consular as well as ‘commercial diplomatic’ work and the highest posts in the Service will be open to all. While in the initial stages shortages of personnel may make it necessary to draw on outside sources for the filling of some posts, the object must be to build up a Service which can staff all India's posts abroad and in the Foreign Office at home.”

14. To meet the immediate man-power needs of the new Service, about 30 officers were drawn from the former Secretary of State's Services and another 80 odd officers selected either through the Federal Public Service Commission or a Special Selection Board from among officers holding Emergency Commissions, Class I Officers from different Departments of the Government of India and candidates from other walks of life with some professional qualifications or experience. Apart from this initial special recruitment, all new recruitment to the Service has been through the annual combined competitive examination held by the UPSC for the IAS and IFS. During the period from 1947 to 1965 a total of 172 officers have been recruited by this latter process.

15. On 1st January, 1966 the breakdown of the IFS cadre of officers was as follows:

- 20 officers—permanently seconded from ICS, IPS and IA&AS.
- 33 officers—selected through FPSC.
- 33 officers—selected through the Special Selection Board.
- 5 officers—promoted from Information Service posts.
- 18 officers—promoted from the IFS(B).
- 162 officers—selected through the competitive examinations.

IFS(B)

16. In 1956, the IFS(B) was formed as a junior service for manning all posts abroad and at headquarters of a ministerial character and some higher non-ministerial posts not usually held by IFS officers. Recruitment in two stages, first from among those already serving with the Ministry of External Affairs or Commerce or Industry and secondly from among candidates serving in other Departments of the Government of India or State Governments, was completed during the following three years. The permanent strength of all the grades was fixed at a little under 1700; there were, in addition, about 600 temporary posts. At present, the permanent strength is about 1900 and about 500 posts are continued on a temporary basis.

Indian representation abroad

17. India today has direct diplomatic and/or consular relations with 105 countries. A resident Ambassador, High Commissioner or Consul General is maintained in 67 of these countries and the other 38 are covered by concurrent accreditation i.e. the Indian envoy resides in another country to which he is accredited and pays periodic visits. Of these countries, 74 have opened resident missions in Delhi and one has a Minister concurrently accredited. There is a Permanent Mission of India attached to the United Nations at New York and a Political Officer at Gangtok, who looks after our relations with Sikkim and Bhutan. We are also represented in a consular, commercial or other capacity in 18 other countries. Subordinate post such as Deputy High Commissions, Consulates, etc. maintained by us number 32 including 12 in an honorary capacity.

18. The expansion in Indian representation abroad and the increase in expenditure on Indian Missions/Posts during the period from 1948-49 to 1965-66 are brought out in the figures given below:

| | 1948-49 | 1956-57 | 1965-66 |
|---|------------------------------|------------------------------|----------------------------------|
| <i>Indian Missions/ Posts</i> | | | |
| Resident | 46 | 84 | 101 ** |
| Non-resident | 9 | 22 | 45 |
| Honorary | — | 3 | 12 |
| (**Six borne on the budget of Ministry of Commerce) | | | |
| Expenditure on Indian Missions/Posts | Rs. 1,61,15,250 (Actuals) | Rs. 3,84,90,342 (Actuals) | Rs. 5,77,53,400 (Final Grant) |

The expansion in the organisation at headquarters and the expenditure thereon are indicated below:

| | 1948-49 | 1956-57 | 1965-66 |
|--|----------------------------|------------------------------|----------------------------------|
| <i>Strength at Hq.</i> | | | |
| (a) Officers (including Section Officers and Research Officers) | 86 | 152 | 376 |
| (b) Staff | 828 | 1329 | 1705 |
| <i>Expenditure on Ministry of External Affairs</i> | Rs. 58,29,618 (Actuals) | Rs. 1,14,06,196 (Actuals) | Rs. 2,04,94,600 (Final Grant) |
| <i>Foreign Missions in India</i> | | | |
| (a) at New Delhi | 32 | 50 | 74 |
| (b) elsewhere | — | 93 | 105 |

CHAPTER II

THE ROLE OF THE FOREIGN SERVICE IN A CHANGING WORLD

19. The Foreign Service will soon complete twenty years of existence. It has got over its teething troubles, but has yet to attain complete cohesion, develop its full personality, establish its distinctive traditions, and promote that unwritten code of conduct which organised Services expect their members to observe. The time is therefore appropriate for a review to be made of its working and organisation. In making this review and formulating our views, we have to take into account the changes which have taken place in the Indian as well as world situation and which have a bearing on the varied tasks of the Foreign Service and therefore on the qualities which members of the Service in the changed circumstances need to develop. We have also to inquire, in the light of all relevant data, including criticism of the Service, both in Parliament and outside, whether the Service is adequately equipped to be, and how well it has so far functioned as, the Government's instrument for the execution of their foreign policy.

Changes in the world and in India

20. The world scene and the Indian scene with it have changed conspicuously in the past twenty years. It is not our purpose here to make a detailed review of these changes, but rather to focus attention on those major changes which must inevitably influence the course and conduct of Indian diplomacy.

21. The Second World War, if it ushered in the thermonuclear age, also set in train the process of emancipation of the subject peoples of Asia and Africa from foreign rule. India leading the way, gained her Independence in 1947, and she did so not through bloody revolution but by non-violent means, patiently but resolutely pursued—a method which, blending with our culture and tradition, enhanced our moral stature and won for us sympathy, goodwill and regard the world over. The aims of our foreign policy—peace, freedom and justice; friendship for all; and full support for peoples still under colonial yoke in their struggle for freedom—held a universality of appeal that transcended national, regional, or ideological barriers. Occupying a position in the councils of the world out of all proportion to our strength, we played our full part in other liberation movements, without, however, seeking the role of leadership in this or any other field. At the U.N. and other international forums, we were foremost in our advocacy and support for the peaceful solution of international disputes, and were among the countries participating in the United Nations peace-keeping operations in many regions of the world.

22. India's role in the earlier years of its independence as champion of the freedom of peoples under colonial rule is now happily shared with a large number of countries which have since attained independence. Asian resurgence was followed by political and social revolutions of the highest significance in the Arab countries which had already attained full independence. The torch of independence was then passed on to Africa, where the process of liberation from colonial yoke, though it has made rapid advance, has yet to be completed. Nowhere have memories of the colonial past remained as fresh as in Africa, and the espousal of anti-colonial causes has naturally passed into the hands of the newly independent African countries, who have emerged as a powerful force in the forums of the world. With these countries in particular, as with the Caribbean countries which have more recently gained their independence, it should be our diplomatic endeavour, in view of our common interests, to strengthen and diversify our mutual relations.

23. The last world war was notable, too, for the pernicious legacy it left in the form of the Cold War. The rift which developed between the Western Powers and the Soviet Union during the later stages of the war on ideological and other grounds erupted into a war of nerves of unspeakable intensity once the common enemy was laid low. Those who attended the Peace Conference in Paris in 1946 will not fail to recall the first forbidding glimpses they caught at the conference of the lowering shadow of the cold war on the peace that was to follow. That experience might well have predisposed one to an attitude of wise detachment from either bloc.

24. It was into this bipolar world with two hostile blocs facing each other and claiming new adherents that India, in 1947, emerged as an independent country. With its devotion to peace and deep understanding of what was at stake for the whole world, India chose the path of non-alignment, a policy of which Prime Minister Jawaharlal Nehru was the architect. In doing so, it incurred much criticism and obloquy, but was rewarded over the years by increasing acknowledgement of the value of this political concept for the maintenance of peace and harmony among nations and by its widespread acceptance by the vast majority of the newly independent nations. With their ardent desire to give economic content to their political freedom, avoid involvement in any power bloc and maintain friendship with all nations, the peoples of Asia and Africa found in non-alignment a policy that satisfied their aspirations. Whereas in 1947 and the immediately succeeding years, non-aligned countries could be counted on one's fingers today nearly half the membership of the United Nations consists of such countries. Non-alignment is no longer the political faith of the exceptional few; it is now a recognised international political principle whose practice, as with other such principles, is influenced in each country by its own national needs and interests.

25. Apart from the emergence of a large number of sovereign and independent Asian and African nations, which play a dynamic role in the United Nations and in world affairs in general, a major change that has taken place in the world scene is the relaxation of the cold war and the favourable trends which have developed, despite occasional setbacks, towards a detente between the two blocs and particularly between the United States and the Soviet Union. The centre of gravity of the cold war seems to have shifted to Asia; and China, which has emerged as an arrogant military power, expansionist and hegemonic, now carries on with implacable hostility a cold war against the United States, the Soviet Union and India. There has been a loosening of the Alliances and military blocs of an earlier decade; and today the international scene presents a new and different picture. The bipolar world of the immediate post-war years has been replaced by a more complex disposition of conflicting international interests.

26. We have considered briefly two elements in our foreign policy, namely, anti-colonialism and non-alignment, in the context of world developments. From this review, the conclusion emerges that for the successful pursuit of our policies the first essential is the continual and intelligent adaptation of our diplomatic techniques to changing conditions. Our foreign policy itself in its totality has continued, external changes notwithstanding, to retain its validity. The policy is simple, unambiguous, and easily explained and understood. True it is that in the early days the superior tone and manner that our spokesmen were inclined to assume caused some irritation abroad, but some corrective has been applied to this unfortunate tendency as a result of experience. Much has been said about the ethical and idealistic content of the concept of non-alignment, and much, too, about its logical derivation from India's traditional spirit of toleration. On a practical level, stress has now increasingly to be laid on the positive content of the philosophy of non-alignment which is singularly suited to our conditions and provides a framework within which we can best pursue policies which we conceive to be in our national or in the general international interest. At the same time, emphasis must be placed on the fact that, as with other countries, so with us, the safeguarding of our sovereignty and territorial integrity and the promotion of our national interests are among the primary objectives of our foreign policy.

27. India has a special interest in forging mutually beneficial bilateral and multilateral relations with the newly independent countries of Asia and Africa. The bonds of friendship holding India and these newly independent nations together arise not only from the close associations of the past but also from the political necessity of closer cooperation for the future. As with India, the most urgent need of these countries is rapid economic development, which calls for a major effort at multilateral collaboration in the economic and other fields among the developing nations of the world.

The task of the Foreign Service in this respect will become increasingly important in the years to come.

28. India's relations with its neighbours also need to be nurtured most carefully in the context of these world developments. They are not merely our close partners in Afro-Asian affairs but have, each one of them, bilateral relations of the utmost importance to us, ranging from the political to commercial and cultural spheres. A special responsibility devolves on the Foreign Service for ensuring that these relations are maintained at their friendliest and that they redound to our common benefit.

29. The state of our relations with two of our neighbours calls for special mention. Pakistan's policy, in the early years after independence, alternated between verbal virulence and comparative quiescence. In recent years, however, it has become one of increasing hostility, culminating in aggression against India first in the Rann of Kutch in April 1965 and later in Jammu and Kashmir in August-September, 1965. The Tashkent Agreement gives both countries the opportunity of a fresh start, and none can deny that no two countries need to cultivate better mutual relations than India and Pakistan. Already the door has been opened, though only partially, to diplomatic approaches. The execution of our policies towards Pakistan will need the support of diplomacy of the highest order.

30. Our relations with China are of the utmost importance. What is desirable is that our relations with this great neighbour should be based on friendship and good neighbourliness. What is attainable is conditioned by China's policies and moods and the extent to which it conforms to the norms of international behaviour. In the early years after independence our relations with China developed satisfactorily. In recent years China has done everything to reverse these relations and the peaceful co-existence between the two countries existing from time immemorial. Because of its aggression against India and its unabated belligerence and hostile propaganda China poses a threat not only to our security but a challenge to our diplomacy. According to all indications we shall have to continue to live with China's hostility for the foreseeable future. Whether in the present phase of China's relations with us or in a happier phase of Sino-Indian relations in the future, should this come about, China will continue to be among the main preoccupations of Indian diplomacy and of the Indian Foreign Service.

31. Our experience with China and Pakistan has emphasised the necessity of close correlation between foreign policy and defence. The coming alive of our northern as well as western frontiers and the Chinese attack in 1962 have wrought a profound change in our thinking by destroying the illusion that unilateral demonstration of peace and goodwill can be a substitute for strength and ability to defend ourselves. Increasingly, foreign policy and defence policy should be brought together into mutual relationship, and in this the Foreign Service has an important role to play.

32. Of perhaps even greater significance has been the change that has come over the economic scene. At independence we were a poorer country, but supporting a smaller population and with an impressive amount of sterling balances held in the U.K. The war had helped us to establish a number of essential industries, but had starved us at the same time of the means of modernising existing industry and of maintaining the production of essential consumer goods at a satisfactory level. Rehabilitation thus became the country's first economic effort after the war, and this was amply within our means.

33. Early in 1950 the Government adopted as a matter of high policy the planned economic development of the country through a succession of Five Year Plans and appointed a Planning Commission with the Prime Minister himself as chairman for the purpose. Since then three Five Year Plans have been executed, and a Draft outline of the Fourth Plan has now been presented for consideration by Parliament.

34. The Marshall Plan and similar other projects for the rehabilitation of war-ravaged developed countries aroused world conscience to the responsibility of developed countries for assisting underdeveloped countries in their own plans of development. Initially such assistance was limited to projects such as those covered by President Truman's Point 4 Programme. There followed the Colombo Plan—a regional plan for mutual help with supporting membership of the large donors. In time came full scale assistance programmes, involving financial aid in the form of both loans and grants, operated in some cases on a bilateral basis, and in others collectively through consortia formed under the aegis of the World Bank, which itself and its affiliates also gave separate loans to member countries. Soon after, the U.S.S.R. and the East European countries established a similar practice of providing economic assistance to developing countries. India, has, since the recognition of the principle of international aid from developed to developing countries, accepted aid from a number of friendly countries, and has in fact been a substantial beneficiary of external aid. Without such aid, the development that has taken place in our country would not have been possible, but it has also added enormously to our debt burden. The mobilisation of our internal resources has necessitated the imposition of heavy taxes, both direct and indirect, supplemented by Government loans and deposits and by deficit financing on an increasing scale.

35. Much, indeed striking, progress has been made under a regime of planned development. Improvement was fairly steady and continuous till well into the Third Five Year Plan, and was particularly noticeable in transport and power—the infrastructure of industry—in industry generally, both heavy and light, and even food production. But all the time the needs of the country were growing apace owing to a rapid rise in population and in the general consumption demand caused by an urge towards higher

standards of living. This, aggravated by other factors, brought in its train the problems of high prices, of high cost production, and of the consequent restraint on exports. Since 1962 the situation has deteriorated still further owing to the combined demand of defence and development on our limited resources, an unprecedented drought with its disastrous effect on food production and an unsought conflict with Pakistan, followed in its wake by an interruption in the flow of aid from a number of countries. All this has led to a crisis of development and with it the situation following upon the devaluation of the rupee.

36. India has entered on a period in her economic history which offers at once a challenge and an opportunity. Devaluation confronts us with the urgent task of maintaining the price level and permitting it to rise, where a rise is justified, only to the minimum extent necessary. Concurrently, with the non-project aid now being received, production must be stepped up to the fullest scale attainable within our capability, especially in export industries and in those supporting agriculture. Above all, our total economic effort must be directed to a rapid expansion of our exports with a view to eliminating our chronic trade deficits which have bedevilled our economy and threaten to retard its development. India cannot be dependent on aid for ever, and should not be, for longer than is necessary. On the rapid advancement in our export performance and in our export potential hangs in fact our whole economic future.

37. That, no less, is the measure of the task facing us. We are a trading nation trading with all parts of the world. For a century or more, our main export staples have been jute manufactures and tea, and the earnings from these sufficed for long to pay for much of our limited import needs. Other products have been added more recently to our export list, notably cotton textiles, in which we have built up a flourishing trade abroad. With growing industrialisation, the sources of our export earnings need to be further enlarged and diversified, and the country can fairly expect that our expanding industrial complex, developed in the shelter of a remunerative home market, will now, so far as lies within its capacity, make its fullest export contribution in support of our economy.

38. Our purpose in describing the economic situation in the country in some detail will now be apparent. The Foreign Service is the country's official agency for furthering its interests abroad, including, now above all, its commercial interests. It should therefore concern itself more energetically than hitherto with trade promotion. Every member of the Service, whether he is actually engaged in this work or not, should be conscious of his special responsibility in this respect and direct his efforts earnestly to the support and development of our trade.

39. The past twenty years have witnessed remarkable developments in science and technology, especially in the field of nuclear energy and

space research. These are of direct interest to those specialising in the study of disarmament and related problems, but, because of their impact on the common life of the world community, should also engage the interest of all concerned with the conduct of international relations. Members of our Foreign Service should, in particular, keep themselves informed of the considerable advances we are making in India, thanks to the pioneering skill and initiative of that brilliant humanist scientist, the late Dr. H. J. Bhabha, in the peaceful uses of nuclear energy. We have thought it fit to draw special attention to the role of science as an influence in modern diplomacy, because we suspect that there is a feeling within the Service that science, like commerce, is a poor relation of politics.

Functions of the Foreign Service

40. There is much popular misconception about life and work in the Foreign Service. It is a service seldom seen in action by the general public. Except from a limited number of capitals, little appears in the newspapers to remind us of our missions abroad, unless the news is sensational or derogatory and therefore interesting; when photographs are published, they show the Ambassador or High Commissioner in delectable surroundings; when news hits the headlines, it may well be about the apparent failure of our diplomacy on an issue of prime moment; and when a coup occurs "our man" there seems somehow to have chosen that moment to be somewhere else. All this, seemingly true when seen in isolation, gives a wholly false impression of the work of the Service, and little is known of the less dramatic side of a diplomatist's life.

41. In the broadest sense, the purpose of diplomacy is to make friends for one's country abroad. This requires an effective representation of the thinking, orientation and policies of one's own country in the country where the representative is serving. It also involves the reverse process, viz., a faithful representation of the country of the diplomatist's accreditation to his home government. The object of these is to prevent misunderstandings and to develop a smooth and friendly path of mutual relations between the two countries. It involves a continuous study on the part of the diplomatist of the trends and developments in his country and of the various aspects of its internal and external policies, as well as of the political and economic infrastructure, contemporary history and matters relating to trade and commerce of the country where he serves. He has to be a good observer and appraiser of situations. The success of his mission depends largely on his ability to establish extensive personal contacts; not only with those within the Government but also with other important elements in the country. He has also, during this period, to play a role in the management of the Mission, which may raise difficult problems and entail extensive correspondence with headquarters. As part of his functions, he has often to enter into negotiations with foreign governments on matters of a political and economic

nature. The primary responsibility for these lies on the Head of Mission but to a varying extent the responsibility is shared by all diplomatic officers. A diplomatist's tour of duty being normally of a relatively short duration, it is evident that his task is an exacting one, requiring not only a great deal of continuous study, observation and hard work, but, what is even more important, a flair for personal contacts.

42. We consider it useful at this stage to set out briefly the main functions of the Foreign Service and its precise role in the conduct of our foreign relations.

(i) *Reporting and Advice*.—No policy can be formulated except on the basis of accurate information. It is a primary duty of the Foreign Service to maintain a continuous supply of information to the Ministry of External Affairs by means of accurate and perceptive reports on current events and discernible trends over the entire range of our interests. Such reports, to be of value, should be objective, with no disagreeable facts suppressed or slurred over. Information, however, is not sufficient by itself, and needs to be supplemented by interpretative analysis and by advice as to a change or modification of policy which may appear warranted by the situation. The material so supplied by our mission forms the subject of further study in the Ministry of External Affairs and assists the Ministry in taking policy decisions.

(ii) *Diplomatic*.—This is traditionally the best known function of a diplomatic representative and consists in the furtherance of his country's policies and interests, in general and in particular, by the diplomatic methods of discussion, persuasion and negotiation with the government of the country where he serves. Diplomacy is the successful application of the art of persuasion to other sovereign powers over whom one has no direct control; it is different from the methods of civil administration which involves in the main the internal execution of policies or the administering of laws. The diplomatist does not have the sanction and authority of the law of the land to support his actions; he has to rely largely on his own capacity to influence and convince. Diplomacy is not synonymous with, or confined to, what is generally regarded as political work. It pervades economic, commercial, cultural and all other work involving relations with another country at the governmental level.

(iii) *Representational*.—A Foreign Service officer is expected at all times and in all his contacts, with the government as well as with the people, in the country where he serves, to conduct himself as a worthy representative of his country, his people and his government. The image he projects of India, through his words and deeds, should be convincing and at the same time depict us in a favourable and acceptable light.

(iv) *Economic and Commercial*.—Economic and commercial matters impinge heavily on the political in the world of today, and the one cannot

often be divorced from the other. A compartmental approach to them may well frustrate the larger objectives of foreign policy. For India especially, with her future so vitally dependent on economic development, this group of functions has assumed a degree of importance which it is impossible to exaggerate. The work covers an extensive and widening range, and includes (a) export promotion in all its aspects, (b) procurement of essential supplies, (c) negotiation of favourable tariff or quota arrangements, (d) promotion of economic aid and collaboration agreements and (e) assistance in securing technical know-how.

(v) *Consular*.—Consular work in a mission is of two kinds—the protection and care of Indian nationals, resident or visiting, including students, and the provision of passport facilities; and the issue of visas to foreigners intending to visit India.

(vi) *Publicity*.—This consists of dissemination of information about our country and people, our heritage and culture and our basic goals and policies. It is the duty of the Foreign Service officer to explain and present our more specific foreign policy actions and decisions of the present in such a manner as to gain support for them or at least to remove misunderstandings and misconceptions about them. The diplomacy of today is conducted not merely on a government-to-government basis but on a people-to-people level.

Criticism of the Service

43. It is rare for the Foreign Service of a democratic country to escape being the subject of recurrent public criticism. There are many reasons for this. In the first place, a country will expect its Foreign Service to project to the outside world the distinctive qualities with which it believes its people to be endowed, though there may be a wide variation of belief within the country as to what these qualities are. Secondly, the Foreign Service with its own hierarchical system, its forms and usages, its vocabulary, its taboos and its privileges and immunities, all conforming to an international pattern, may seem to many to live and move and have its being in a world of its own with a savour of antiquity and remoteness but divorced from the realities of a changing world. Thirdly, the standard by which the performance of a Foreign Service is judged seems somewhat different from that applied to the home services. When a domestic line of policy, though vigorously pursued, ends in failure, the Service responsible for its execution is not singled out for condemnation. When an aspect of foreign policy of special importance to a country fails to find support from other governments, the blame is laid heavily on its Foreign Service, with little recognition given to the simple fact that persuasion and argument, however convincing, are unlikely to prevail against the judgment of other governments as to what they should do in pursuit of their own national interests. Lastly, a Foreign Service functions in the glare of observation, directed both from

the home country and by the host countries; and its mistakes and lapses are often magnified into proportions bearing little resemblance to reality.

44. Our Foreign Service is the more exposed to criticism partly because it is still in its formative period and partly because there has lately been a proneness to bring under critical scrutiny the processes of formulation and execution of our foreign policy. Among the more important points of criticism which have come to our notice are the following: our missions are not effective; there is lack of coordination within the Ministry of External Affairs and inadequate direction and guidance from headquarters to our missions; the choice of officers for assignments has not always been sound; IFS officers do not know enough of their own country; there is reluctance to serve in the harder and less congenial posts; the economic background and commercial training of many of our officers is superficial; publicity effort has been inadequate as a result of which there is much ignorance and misunderstanding of our policies abroad; and lastly, the standard of courtesy is unsatisfactory and Indian visitors do not receive sufficient attention from our missions.

45. While we shall take all these criticisms into account in our examination of the various aspects of the working of the Foreign Service, we believe that many of them are usually in the nature of deductions made from instances of lapses in individual cases.

46. The Indian Foreign Service was put together by combining different elements from different sources. Fusion of all these groups into a homogeneous Service is proving to be a slow and difficult process. The unevenness in the performance of the Service can be traced to this cause. There have been outstanding successes and much individual brilliance at one end of the scale and desultory performance at the other end. But there is every reason to expect that the steady growth in numbers within the Service of officers recruited through the open competition will bring about a progressive elimination of this disparity and result in higher average standards of performance.

47. Account must also be taken of the great variety of standards, attitudes and ways of life that distinguishes our people. The criticism of an officer for inadequacy in his equipment or background for the projection of a particular aspect of India's culture should, therefore, be tempered by an appreciation of the fact that the members of our Foreign Service are drawn from different environments from this vast country of ours.

48. We interpret the purpose of this review to be a forward-looking appraisal which will help towards better planning for the future. We are averse, therefore, to dwelling on past failures and shortcomings. In our overall assessment, taking all factors and limitations into account, the Foreign Service has served the country reasonably well.

Future tasks

49. The changed world situation and our growing preoccupation with domestic problems have, without doubt, ushered in a new phase in India's foreign relations. It would be a grave mistake, however, to infer that this signifies a general national withdrawal inward or a diminished role for the Foreign Service. As the largest and most populous democracy in the world, India inevitably has to play an important role in the world. It would be unwise to shut one's eyes to this obvious fact or to shirk the responsibility that it casts on us. The very tasks of economic development, which may occupy the centre of our attention during the next decade or more, will call for much greater effort on our part in trade and economic relations with the rest of the world. In this context, we see the role of the Foreign Service becoming increasingly greater and more crucial than in the past. Its targets may well become more earthy and less ethereal; more exacting than exhilarating. But, its work will be, for that reason, all the more difficult, since it will have to operate closer to the ground, where the going is much tougher, the setbacks many and success and failure of more direct consequence to the country.

50. The primary requisite of the future, therefore, is a strong, dynamic and resilient Foreign Service, consisting of an integrated, professional cadre of officers, well qualified and trained to handle all political, economic, commercial and information work abroad. In the succeeding chapters, we consider how the Service should be toned up, organisationally and otherwise, the better to serve as an effective instrument for attaining our foreign policy goals.

51. The second essential is an expansion, and not contraction as some may imagine, of our diplomatic apparatus abroad and at home. The Indian Foreign Service, as it stands today, is small and its resources barely adequate in relation to the magnitude of the tasks facing it and the further demands that are going to be made on it. Contrary to popular impression, we have reason to think that the Indian Foreign Service is among the smallest and most economically run Diplomatic Services of the world. A cadre of less than three hundred officers, in relation to our expanding needs, is critically small, and needs to be enlarged; and the tools placed in their hands in the shape of funds for entertainment, facilities for making contacts or conducting publicity should be commensurate with the diplomatic and representational effort we expect them to put forward in the country's behalf. If the Service is to cope successfully with its increasing responsibilities, its resources—both in men and material—need to be augmented substantially and as soon as circumstances will allow.

52. The remark is often heard that we have opened too many missions too quickly. A close examination of the position shows that this is, in fact, not true. Our representation abroad has generally been based on reciprocity

and has followed, naturally and logically, in the wake of the growth in bilateral relations. In a number of countries, our representation was initially secured through concurrent accreditation, and the setting up of a resident Mission under a separate Ambassador followed many years later with the development of closer ties. (Incidentally, it is worth remembering that just as every Indian Mission opened abroad represents an inevitable expenditure of foreign exchange for the Government of India, so every new foreign mission or office opened in India means the inflow of foreign exchange into the country.) Today, there are as many as 50 countries covered by concurrent accreditation and in only six of them have we opened resident offices under a First Secretary/Charge d' Affaires. Nine Heads of Mission have two concurrent charges (in addition to the country where they are resident) and four others have three or more. The volume of additional work in terms of travelling, representational effort etc. involved in such concurrent responsibilities should not be under-estimated. The device of concurrent accreditation cannot, therefore, be extended further without loss of efficiency and effectiveness.

53. Reciprocity has not, however, always been the main criterion for the opening of many missions, especially in Africa and Asia. Safeguarding the interests of the resident Indian community, our stake in the foreign trade of the country, and the political importance of establishing early diplomatic relations, have been among the deciding factors.

54. We do not, therefore, share the view that our representation abroad has grown too fast or indiscriminately. We are under-represented in some parts of the world; and in some countries where the opening of a mission on a reciprocal basis has been delayed, the continued absence of representation is likely to cause misunderstanding. Clearly, the march of international events will force us to expand our representation abroad, and prudence demands that we should prepare intelligently and in advance for such expansion through a planned allocation of resources.

CHAPTER III

THE MINISTRY OF EXTERNAL AFFAIRS

Responsibility of Ministry of External Affairs for conduct and co-ordination of external relations.

55. A Foreign Office is responsible for the conduct of external relations in all their aspects, and should be so organised and staffed as to be capable of carrying out that responsibility effectively. The foreign business of a sovereign state is no longer confined to the traditional pattern; it has grown and diversified, as more and more aspects of human activity have been brought within the range of diplomatic contact. While political relations remain paramount, these are often secured and strengthened by bilateral or regional relationships in the social, economic, cultural, educational, scientific, technological and similar fields of human endeavour. In the negotiation and administration of the related arrangements or programmes, Departments of Government with the requisite authority and specialised expertise must naturally play their full part. However, all such international links are influenced by, and in turn influence, foreign policy, and must necessarily attract, though in varying degree, the concern of the Foreign Office. Failure to recognise this and to establish appropriate levels of responsibility among participating organs of the Government would prejudice the position and effectiveness of the Foreign Office and therefore of its establishments abroad.

56. We think it necessary therefore to examine to the extent relevant to our purpose the functions formally assigned to the Ministry of External Affairs and the structure and organisation of the Ministry. The view has been expressed to us by persons with differing backgrounds that there has been some erosion of the responsibility that should properly attach to the Ministry of External Affairs for diplomatic dealings in sectors other than the purely political. This criticism, if just, derives added cogency from the nature of India's foreign policy. As a developing country which has set as its goal rapid and comprehensive economic development, and as a non-aligned country which has, as a cardinal principle of policy, eschewed political and military alliances, India is so circumstanced that its international agreements in economic, cultural, scientific and similar fields constitute in a significant degree concrete expressions of its external relations. In a special sense, therefore, such agreements reflect and must conform to the requirements of our foreign policy. It may be contended that the policy itself in its fundamentals has been lucidly and authoritatively enun-

ciated so often that continued guidance from the Ministry of External Affairs might be supererogatory. This is a fallacy. A foreign policy, however well-defined in its simplest terms, demands for its interpretation and practical application to particular situations specialised skill and experience, more particularly because of the impact of changing conditions. The role of the Ministry of External Affairs continues therefore to be of cardinal importance.

57. The widening horizon of foreign affairs aggravates the problem of defining and regulating the relations between the Foreign Office and other concerned Departments. The generally accepted principle is that the Foreign Office has the primary responsibility for relations with foreign Governments and co-ordinates the relations of other Departments with them. This applies equally to relations with international organisations, with the exception that relations with Specialised Agencies and purely technical Commissions are conducted by the Ministries concerned with their field of work, though against the general diplomatic background provided by the Foreign Office. The strands of foreign relations are manifold and are fashioned by many hands, but it is for the Foreign Office to weave them into a coherent whole. This involves the establishment of systematised procedures for inter-departmental co-ordination and consultation. Even where a question is exclusively political, the Foreign Office would find it of advantage to consult the Departments concerned with its possible impact on the domestic scene or interests. But where, as often happens, the subject matter is one falling also within the competence of another Department, the handling of the matter must be on the basis of shared responsibility between the Foreign Office and the Department concerned. This type of case can be dealt with in one of three ways: first, by the Foreign Office itself, if it is equipped to do so—and most well-organised Foreign Offices are—, in consultation with and on the advice of the interested Department; secondly, by the interested Department, under the general or particular guidance of the Foreign Office; and thirdly, solely by the interested Department, after clearance by the Foreign Office. Which of these alternative methods is to be chosen in any given case will depend primarily on the extent of the Foreign Office's direct interest and the degree of competence it has developed within its own organisation. If the Foreign Office is to establish its leadership and to earn the respect of other Departments operating on the technical side in the same region, it must develop sufficient competence to deal successfully with the basic problems arising and at the same time exercise its primary responsibility with understanding and restraint. Subject to this, any shift in responsibility should be towards rather than away from the Foreign Office. What needs to be avoided above all is the creation of separate autonomous areas of foreign relations activity, detached from and independent of the Foreign Office, and the right of direct access to those areas for representatives of

foreign missions. Such laxity would be gravely prejudicial to the interests of the Government as a whole.

58. We believe that the pattern of distribution of responsibility described in the preceding paragraph, with the Foreign Office's inherent concern with the totality of external relations clearly recognised, is one to which the relevant provisions of the statutory allocation of the business of the Government of India generally conform. Under the Allocation of Business Rules, the subjects "External Affairs" and "Relations with Foreign States and Commonwealth countries" are assigned to the Ministry of External Affairs, without limitation or qualification. This gives the Ministry overall responsibility for the external relations of the country in whatever field they arise. At the same time, other Ministries whose interests impinge on certain sectors of external affairs, notably the complex of economic Ministries headed by the Ministry of Finance, have had defined areas of specialised responsibility assigned to them. It is important to remember that such distribution of responsibility implies not a division, as is sometimes erroneously thought, but a complementary sharing of responsibility. Where responsibility is thus shared, the Ministries concerned should consider themselves partners in a joint enterprise and act together in close co-operation, resisting the temptation arising from human factors for each to regard itself as master in its own field. Only so can Government business be better transacted and the public interest better served. Clear acceptance of this basic principle in theory and practice must inform the exercise of the respective departmental responsibilities and would create the atmosphere for the establishment and effective working of machinery and procedures for inter-departmental collaboration.

59. The effectiveness of arrangements for such inter-departmental collaboration will depend on the extent to which the Ministry of External Affairs equips itself both with organisational facilities and with skilled and experienced personnel necessary for the purpose. To take the economic sector, by way of illustration, a step in the right direction has been taken by the establishment of an Economic Division in the Ministry of External Affairs. The Division is in charge of a Joint Secretary who is responsible to one of the Secretaries. We would suggest that this Secretary should maintain close contact at the highest official level with all Economic Ministries and whenever necessary with the Committee of Economic Secretaries of which the Cabinet Secretary is the Chairman.

60. Similarly, arrangements should exist for better planning and co-ordination by the Ministry of External Affairs of cultural activities abroad. These form an important aspect of foreign relations and are usually dealt with by the Foreign Office itself in other countries. We suggest that the Government should review the relative position of the Ministries

of External Affairs and the Ministry of Education with regard to the handling of this subject.

61. The Ministry of External Affairs should also set up within its organisation mechanisms for adequate consultation and co-ordination with such Ministries as Defence, Information and Broadcasting and Civil Aviation. Equally effective liaison should also be maintained with the Department of Atomic Energy, whose programmes and activities are of special interest to the Ministry of External Affairs. These organs of the Government, like the Economic Ministries, are often concerned with matters which extend to the domain of foreign affairs, and unless agreed procedures of co-ordination are established and strictly observed, the Allocation of Business Rules will in practice remain a dead letter. Such procedures should provide as an imperative, in accordance with international practice, that the initial approach by a foreign mission, whatever the question at issue, should be to the Ministry of External Affairs, except where this requirement has been formally dispensed with. This alone will ensure that the political implications of any proposal from a foreign country are first examined before it is considered in its other aspects by the competent authorities.

Co-ordination within the Ministry

62. We now turn to the structure and organisation of the Ministry of External Affairs. We are not here concerned with the ministerial hierarchy, but rather with the structure of departmental authority at the service level. For many years after the constitution of the Ministry in its present form, there was at the head of the pyramidal official structure a Secretary General, with two and, later, three Secretaries to the Government immediately below him. The post of Secretary General, being considered *sui generis*, was in the earlier years a temporary post, extended from year to year, and was mainly justified on the ground that as the Prime Minister was in those days his own Foreign Minister it was necessary for him to be assisted by a very senior member of the Service who would relieve him of part of his heavy departmental burden. The post was kept in abeyance when its first incumbent was called to higher office in May 1952, but was revived in November of the same year as a result of the experience gained during the intervening period. Some years later the post was put on a more permanent basis, but it was abolished towards the end of 1964, when the then holder of the post retired from the service. By then the Ministry had come under the control of a wholetime Foreign Minister.

63. The present position is that there are three Secretaries in the Ministry, one being designated Foreign Secretary and the others Secretary-I and Secretary-II in the Ministry of External Affairs. The Foreign Secretary

apart from his own territorial and other responsibilities is also responsible for co-ordination of all work performed in the Ministry; otherwise in all respects his position is co-equal with that of his colleagues. This arrangement has, in fact, been found unsatisfactory in its working. The conduct of the country's external relations cannot be compartmentalised, for the policy underlying the conduct of such relations is one and indivisible and must be viewed at all times as a whole. It is essential that at the official level there should be at the head someone who would not only help in the pursuit of an integrated policy but also can speak with authority for the Ministry as a whole. This purpose, in our opinion, cannot be achieved under the system that exists at present.

64. Clearly then, there is a need, such as has been generally accepted elsewhere, to have at the head of the Ministry one invested with overall responsibility. We accordingly propose the creation of a post with the designation of Secretary-General (or such other designation as may be considered appropriate by the Government). The holder of the post will have the following main functions :

- (i) He will be the principal adviser to the Minister on the conduct of foreign affairs;
- (ii) He will be responsible for co-ordinating the activities of the Ministry;
- (iii) He will have the final responsibility for ensuring the establishment of suitable co-ordinative arrangements with other Ministries and their satisfactory operation;
- (iv) He will be Chairman of the Policy Planning and Review Committee, to which we refer later in this chapter, and be responsible for the direction of policy planning in the Ministry; and
- (v) He will be the head of the Foreign Service and be generally responsible for the good administration of the Service.

65. The co-ordination of work between Ministries to which we have referred becomes the more necessary at present when the machinery and functions of the Government have become vast and complex. When Government activity was limited to an extent inconceivable to us at the present time, as was the position before the war, it presented little difficulty to distribute governmental functions in convenient blocks among a reasonably small number of homogeneous Departments. The need for co-ordination even then existed, though to a much lesser degree than now, and was secured by a direction in the Secretariat Manual of Instructions that all interested Departments should be consulted by the Department having primary responsibility for the subject and all differences resolved before a final decision was taken on behalf of the Government. This procedure

was facilitated by the personal relations that existed between members of the small official community then in Delhi. This simple Secretariat scene has changed over the years beyond all recognition. With the enormous growth in governmental activity, both in range and volume, and the accompanying process of fragmentation of pre-existing functions and the addition of new ones, there has been a massive enlargement of the whole apparatus of Government, so much so that co-ordination of the working of the different units of this complex machinery has become one of the major problems of the modern civil servant. Here, the Cabinet Secretariat, which was re-organised in its present form in 1950 and has been much developed since, plays a vital role. By its Secretaries' Committee and other working arrangements, it provides the means for effective co-ordination at the topmost level, and the Cabinet Secretary, with his finger alert on the pulse of events has both the authority and knowledge of facts to promote measures of co-ordination between Ministries.

Policy Planning and Review

66. There has always been some planning in every Foreign Office. The handling of affairs involves a measure of planning for the day and for the morrow and some judgement as to the way a situation may develop and as to the choice to be made among possible courses of action to meet the needs of a changing situation. Such planning must necessarily inform thinking and action in the territorial and functional Divisions of a Foreign Office. But the excessive workload imposed by day-to-day duties, the lack of co-ordination and fragmented approach of these separate units detract from the value and quality of such planning as has existed. It is only within the past decade or two that planning, in the sense of a systematised exercise of forethought, has come into its own in the domain of foreign policy as in other fields.

67. Under modern conditions, with well over a hundred countries in the membership of the U.N. and an increasing number of international organisations and agencies, the foreign relations of a country reach out to all parts and corners of the world and raise problems calling for decisions at different levels and centres of authority and on a wide diversity of issues. In such a situation no country can afford to conduct its foreign policy by basing its decisions on momentary inspiration. Purposive planning, based on a full understanding of current events and future trends and designed to secure one's national objectives, is today an indispensable factor in the conduct of foreign relations.

68. Planning serves many functions, and is directed to short-run as well as long-term ends, to actual or prospective situations, or to relations with a single country or region or on a global basis, but with a common purpose underlying all. No planning is possible in a vacuum; it must be based on some pre-determined set of ends to be achieved and means to

be employed. Foreign policy planning, for its part, is related to the framework of basic policy established by the highest constitutional authority. In our country this means the Government of the day and Parliament, through which the Government, by its majority, derives its mandate from the people. This basic policy is not immutable, and is indeed susceptible, as a result of exhaustive review, of adjustment and revision. But it cannot properly be the subject of everyday planning, and to the extent to which it is, or is thought to be, it ceases to have the full attributes of basic policy. Planning in practice is in fact largely concerned with policy problems, present or anticipated, that arise in the course of handling foreign relations.

69. We are glad to observe that the Ministry has recognised the need for a separate Planning Division. As a first step towards this a Current Research Division was set up last year, but the experiment did not prove a success. There was no clear procedural arrangement laid down for the discussion of papers produced by the Division. The experience gained has served to highlight the point that planning and review can succeed only if there is effective co-ordination, for securing which we have already recommended the appointment of a Secretary General.

70. One of the major functions of the Secretary General will be to guide and direct policy planning, and we recommend that the recently constituted Policy Planning and Review Committee be made a permanent body under his chairmanship. The members of the Committee, as at present constituted, are the Secretaries in the Ministry of External Affairs and the Chairman of the Joint Intelligence Committee. The Minister of External Affairs may appoint from time to time as additional members other officials whom he considers qualified to make a useful contribution to the work of the Committee. The Secretary of the Ministry of Commerce has accordingly been appointed a member. The Joint Secretary in charge of the Policy Planning Division is the Member-Secretary. Since the scope of review by the Committee will embrace economic, defence and other aspects of foreign policy, it will be open for the Chairman to co-opt, as and when required, the Secretaries to the Government of India in other concerned Ministries, the Chairman, Chiefs of Staff Committee and the Directors of the Intelligence Bureau and Military Intelligence.

71. The functions of the Committee will be to examine important aspects of India's foreign policy in the over-all context of the changing world situation and in relation to developments within India and in the countries bordering India. The Committee will in addition examine current and anticipated problems and prepare long-term programmes for the achievement of India's foreign policy objectives. While reviewing policies, the Committee will give due consideration to the politico-military

and politico-economic aspects of such policies. Its findings and recommendations will be submitted to the Foreign Minister, who will take the necessary decisions in conformity with the requirements of established procedures. We believe that in this manner it can be ensured, at least as far as institutional arrangements go, that determination, evaluation, or variation of policy is made only after a careful and exhaustive analysis of all implications and an objective assessment of alternatives, first at the official level and next at the ministerial level.

72. If the deliberations of the Committee are to be fruitful, its members must have ready access to all available information on a given issue and be provided with a thorough technical analysis of the subject from all angles. A suitable machinery is, therefore, necessary for feeding the Committee with the right and required amount of material. Such machinery exists in the newly-formed Policy Planning and Review Division. Apart from preparing papers at the direction of the Minister or the Chairman of the Policy Planning and Review Committee, the Division can undertake projects on its own initiative. The papers produced by the Division will be submitted to the Committee for consideration.

73. This new Division will work independently of the other Divisions of the Ministry without being isolated from them. Its independence and integrity must be assured; if it keeps looking constantly to the operational Divisions for inspiration, it will merely be reproducing their ideas and functions. It can question all assumptions and break new ground. Its vision will be bi-focal, and its work will cover present as well as future problems. It will have no territorial loyalties and can range over the entire gamut of our foreign relations. It will not concern itself with or duplicate the current work of the territorial Divisions or supplant their authority for dealing with the daily crop of problems requiring decision. It will have no operational pre-occupations nor any decision-making responsibilities of an operational kind, or else the very purpose of a separate unit with exclusive concern for current and forward thinking would be defeated. Economic, commercial and defence aspects will all be interwoven into the range of its activities.

74. To be able to do all this work, the Division must naturally have access to all documents and telegrams received in the Ministry and be free to correspond with Missions abroad. In the preparation of position papers and projects the officers of this Division will work in close collaboration with all the territorial Divisions concerned, the Economic Division, the Historical Division and the Legal and Treaties Division in the Ministry and our Heads of Mission in the country or area concerned. Discussions with officers and similar research and planning agencies in other Ministries e.g. Defence, Intelligence Bureau etc. will be indispensable. Consultations with institutions like the Indian Council of World Affairs, the Universities, and

non-governmental specialists like commentators or lawyers will also be found useful. The success of this Division will, in fact, depend on the extent to which it is able to pool together information from as wide a field as possible and to consult with as broad a cross section of opinion as might be considered necessary and found practicable. The association, whenever possible, of suitable outside experts as consultants would also be desirable.

75. The Policy Planning and Review Division should be headed by a senior officer of exceptional ability, with a special flair for research work, assisted by a corps of competent deputies. We are glad to note that a beginning in this direction has already been made by reconstituting the existing Current Research Division and placing it together with its complement of research staff under the charge of a Joint Secretary. We hope that the Division will, in due course, be strengthened by the addition of the necessary complement of deputies and research officers.

Rational distribution of work

76. With the appointment, as we have recommended, of a Secretary General, work within the Ministry of External Affairs will naturally be reorganised. It is not our intention to propose a new work chart for the Ministry. Our purpose would be served by indicating in broad outline the pattern of work distribution as we conceive it should be. To enable the Secretary General to devote himself fully to the functions which we have proposed for him, and more particularly high level co-ordination and supervision and direction of planning and review of policy, it is necessary not to burden him with departmental work, except perhaps in relation to External Publicity and the United Nations Division. The territorial and other functional work of the Ministry should accordingly be divided evenly and, as far as possible, in homogeneous groups, among the three Secretaries who will be equal in rank and status. For the reasons which we shall give later in this chapter, we propose that work relating to Administration should be entrusted to an Additional Secretary, who will be directly responsible to the Secretary General.

77. The allocation of work among the different Divisions and other units of the Ministry should be so designed as to make the most effective use of the available officer resources and to achieve orderly, co-ordinated and expeditious disposal. The organisation must remain flexible enough to permit variations in the actual distribution of work within the broad pattern to suit changing needs. For example, the steady growth in our relations with the countries of Africa and Asia has necessitated the creation of two new Divisions to deal with West Asia and Africa, leaving the residual Southern Division with responsibility for countries in South East Asia, and may call for the addition of other separate Divisions in the years ahead. The Western Division, which dealt with the whole of Europe and the

Americas, has been bifurcated and may have to be split into three Divisions in the future as work relating to Europe increases further in volume. Work connected with Disarmament may also increase sufficiently to justify, at a future date, a separate Division dealing exclusively with it. The anomaly of the U.K. being the concern of the Southern Division and not of the Division dealing with Europe, as it should be, must be corrected. While such readjustment of work must continue to be made to suit new and changing functional needs, frequent chopping and changing in the distribution of work should be avoided. Unstable and uncertain working arrangements cannot conduce to the maintenance of the efficiency of the Organisation.

78. At the Division level, we do not see the need for any immediate major changes except that training should be separated from general administration and entrusted to a separate Joint Secretary and Inspections to another Joint Secretary. We would also urge the setting up of a separate Division under a Joint Secretary to co-ordinate work relating to Parliament, special conferences in which India has a vital interest and all miscellaneous work within the Ministry which does not fall within the purview of any one particular Division. The justification for these additions will be found later in this report.

79. The role of the Head of Division is crucial in any Foreign Office. The bulk of the work of the Division must, of necessity, be disposed of at his level if the Secretary above him is to find time for higher policy matters. Much of the correspondence with our representatives abroad is conducted by him and he is the officer in the Ministry with whom the foreign envoys in New Delhi should normally transact much of their business. In our view it is desirable that, as a general rule, he should be of the seniority of an Ambassador—or Joint Secretary, in Secretariat terms. Some years ago, the need was felt in the Ministry to bring officers of Counsellor's seniority to headquarters. Since they could not be appointed Joint Secretaries, the post of Director was introduced to accommodate them. The number of Directors has since grown. The functional Divisions are all in charge of Joint Secretaries but most of the territorial Divisions are in charge of Directors. We are not suggesting that this arrangement is wrong—many of the Directors have done well and immediate replacement of all Directors by Joint Secretaries may not in any case be feasible for financial and other reasons—but we would prefer to see more territorial Divisions headed by Joint Secretaries. We suggest, therefore, as a working formula, that about three-fourths of the posts should be of Joint Secretary's status and the rest of Director's rank and that the Ministry should be permitted some flexibility in assigning them to different Divisions according to the changing importance of particular Divisions and the availability of suitable officers in the two grades.

80. The desk officer (Under Secretary or Deputy Secretary) is at the lower end of the official hierarchy in the Foreign Office, but his importance

should not be underestimated. He should have time to devote himself to a study in depth of all matters relating to the country or function assigned to him, and be able to assemble and analyse all data relevant to a particular issue. Care should, therefore, be taken to see that no desk officer is burdened with too large an area. The increase in the number of Under Secretaries and Deputy Secretaries which this will necessitate may be achieved in a phased manner over the next few years bearing in mind the present need for economy in administrative expenditure.

81. Since 1962, all territorial work in the Ministry has been gradually re-organised, to achieve, through an officer-oriented staffing pattern, expeditious examination and disposal of work at a responsible level without unnecessary procedural noting and movement of papers through a succession of officers. We would like this pattern to be extended to all other Divisions. Workloads of officers in such reorganised Divisions should be assessed realistically and not according to norms developed elsewhere for conventional sections. Besides, the work in territorial Divisions and functional Divisions like, U.N. & Disarmament involves a considerable amount of reading of reports and other papers as well as meetings with foreign representatives. Adequate provision should be made for these in assessing officer requirements.

82. A suggestion that the officer structure of the Ministry might be modified to suit its special requirements and not necessarily follow the pattern of other Ministries of the Government of India was considered by us. For reasons which will be explained in a subsequent chapter, we are in favour of retaining the present parity in pay and grade structures between the IFS and the home Service (IAS). Therefore, any modification of the structure of the Ministry of External Affairs will have to be confined to a change in designations e.g. Joint Secretary as Director-General or Deputy Secretary as Principal Officer and so on. We see no particular advantage in this. Other variations in the staffing pattern, necessitated by the special work requirements of the Foreign Office, should also be possible within the broad secretariat structure. For example, there is no reason why in certain circumstances a Joint Secretary should not receive work directly from Under Secretaries; or why a Deputy Secretary should not deal with some primary work himself in addition to supervising the work of one or more Under Secretaries.

83. The tremendous increase in the volume and complexity of work in the Ministry of External Affairs and a pronounced tendency towards greater concentration of responsibility and work at the top that has accompanied it are of concern to us. We are particularly anxious that the Secretaries should have sufficient time to devote to higher policy matters and not be caught up all day with work which could and should have been dealt with at a lower level. The strengthening of the position of Heads

of Division, to which we have already referred, therefore assumes special importance. They should be officers of sufficient seniority, maturity and competence and should be encouraged, through proper devolution of authority, to shoulder greater responsibility. Apart from delegation of responsibility, working methods should also be so organised as to enable the Secretaries to exercise adequate control over policy while leaving actual implementation to the discretion and judgement of Heads of Division.

Communication

84. While high-level co-ordination among the Secretaries will be effectively secured after the appointment of a Secretary General, similar co-ordination at the level of Heads of Division is less easy and can be achieved only if there is effective communication, both vertical and lateral, within the Ministry. The Head of Division can adequately discharge the responsibility we expect him to bear only if he is cognisant of all developments of interest to him and has a clear grasp of the relevant policy issues and considerations. In addition, he should have a general idea of what is happening in other Divisions. Without such sharing of information and views, there could be a risk of mutually inconsistent decisions being taken and conflicting formulations being made.

85. A useful institutional device in use for achieving inter-divisional co-ordination is the fortnightly Directors' meeting attended by all Secretaries and Heads of Divisions. We attach considerable importance to the opportunity for personal contact and discussion it affords. With the re-organisation of the Ministry as suggested by us it should be possible to have more frequent meetings.

86. The bulk of the information in the Ministry must, however, be exchanged on paper. Records of important discussions and summaries of despatches received from abroad on important events, whether of general interest to all Missions and Divisions or of special interest to a few, should be circulated promptly. The Ministry should have better and more modern mimeographing, photocopying and printing facilities of its own, so that copies can be produced in sufficient quantity and time for distribution at headquarters and abroad.

87. The work relating to Parliament at the official level also needs to be effectively co-ordinated. It involves the staff co-ordination necessary in connection with replies to Parliament questions and call attention motions and preparation of briefs for ministerial statements in Parliament, often at short notice, and for discussions in the Consultative Committee. In relation to the last, we suggest for the consideration of the Government the possibility of the Ministry supplying at intervals of three months or so, for restricted circulation among the Members of the Consultative Committee, a few background or situation reports on major policy issues in

which India is interested. The Research Division of the Ministry could assist in the preparation of these brochures; the Ministry may even have some of these studies prepared for it at the School of International Studies.

88. The new Division for parliamentary work and coordination, the setting up of which was recommended earlier, will be responsible for this work. All other work which cannot be assigned to any one particular division and which calls for coordinated action at a senior level will be dealt with by the Head of this Division. Whenever any important occasion, like the Non-aligned Nations' Conference involving work in a number of divisions and centralised arrangements for collecting or circulating background or position papers and organising briefing sessions, necessitates the creation of a special cell, it should be located in this Division. Minutes of meetings of the Heads of Division will also be kept in this Division and follow-up action, if any, watched by its Head.

89. Effective policy formulation in the Ministry and guidance of missions abroad presupposes more than an improvement in the dissemination of information and analytical comment; it calls for a continuous and intelligent dialogue between missions and headquarters. Within the broad framework of our world policy, adjustments must be made to suit the changing needs of each region and country. The representative abroad has an important part to play in this regard. His knowledge and advice are invaluable and he should be fully associated in the formulation of policy towards the country of his accreditation. His complete involvement in the execution of policy, so essential for its success, will, otherwise, be difficult to achieve.

90. Desk officers and Heads of Division at headquarters will have sufficient time to study the mass of reports coming in from missions and from other sources to initiate a meaningful exchange of views with their counterparts abroad only if their number is increased; and this we have already recommended. Better communication facilities between the mission and headquarters are also indispensable. We recommend that the Government should seek to establish early a network of two-way telex communication with as many missions as possible and independent radio communication with some of the more important ones. Once the capital outlay has been made, the recurring expenditure on telegrams will be considerably reduced. Till then, the telegram sent through commercial channels is the only means and has to be used freely and frequently, notwithstanding the heavy expenditure involved, although there may be scope for greater economy in words. Improved mimeographing and printing facilities, recommended in an earlier paragraph, will also make it possible for headquarters to distribute copies of extracts or summaries of despatches etc. quickly to the missions concerned before they lose their topical interest and value for operational use.

91. Personal contact between representatives abroad and headquarters and among representatives themselves should also be encouraged. Within limits, visits of officers to Delhi for consultation are desirable and every effort should be made to make such visits productive by arranging for the visiting officers appropriate programmes of discussions and briefings. It would be an advantage, too, if Regional Conferences of Heads of Mission could be held at Delhi at regular intervals of two or three years. Two such conferences were held in 1963 at Delhi for our envoys in South East Asia and West Asia and Africa; we are glad to learn that another for the South and South East Asia region is being arranged for the near future. The visit of the Minister of External Affairs or Minister of State to countries in any particular area can also be taken advantage of to convene, at a convenient capital, a conference of Heads of Mission in that region. Secretaries should undertake, whenever possible, tours of their areas not merely to establish direct contact with the Governments concerned but also in order to familiarise themselves with problems on the spot and to have an exchange of views with our representatives. Such occasions may provide an opportunity for getting together our representatives in that area for a joint meeting. Recently such a meeting was held in Geneva. Our envoys in adjacent or nearby countries may also be enabled to meet among themselves for mutual consultations, when occasion demands, with the approval of the Ministry of External Affairs.

Administration

92. The administration of a far-flung net-work of nearly a hundred missions and posts operating in widely varying conditions is a complex and exacting task. The Ministry of External Affairs has to ensure that rules and regulations are observed by the missions and that efficiency is maintained. It has an equal responsibility also for assisting the missions in resolving their genuine difficulties. Some of these difficulties relate to conditions of service and we deal with them in greater detail in a later chapter; here we are concerned with the more general issue of administrative reform to enable the Ministry to function with the requisite degree of autonomy and flexibility and the toning up of the machinery to make it more efficient and economical.

93. The expenditure of the Ministry of External Affairs and its establishments abroad is variable and not susceptible of easy forecasting. There are many factors over which the Ministry has no control. For example, foreign allowances have to be increased periodically, as a consequence of the rise in the cost of living in most places; rents are rising all the time in the capitals of the world. There are also other contingencies such as the sudden withdrawal of substantial staff from a mission; the need to provide at short notice additional staff elsewhere; an intensification of publicity; a steep rise in the volume of telegrams exchanged; the despatch

of a number of delegations on special missions; all of which could result in an unexpected increase in expenditure. The administrative and financial machinery of the Government should be flexible enough to enable the Ministry to cope with these situations effectively. We recommend that the Ministry of External Affairs should discuss with the Ministry of Finance the methods by which budgeting arrangements could be improved, bearing in mind the special features of the Foreign Service, and how greater powers of re-appropriation and spending within the sanctioned budget grant could be delegated to the Ministry.

94. The IFS (PLCA) Rules issued in 1961 and the Assisted Medical Attendance Scheme which regulate the terms and conditions of IFS officers serving at headquarters and abroad would also appear to need revision so as to vest more sanctioning powers and powers of relaxation in the Ministry of External Affairs. Within the Ministry itself there is scope for greater delegation of powers to Heads of Mission and of Posts; the monetary limits fixed some years ago have become obsolete and the discretionary powers allowed under the rules do not go far enough. There is also room for simplification and rationalisation of administrative procedures, especially in Missions abroad, where excessive administrative routine involves a wasteful diversion of officer and staff resources, costly in terms of foreign exchange, to house keeping chores to the detriment of more important work. We understand that some of these aspects have already been taken up for examination but that not much progress has been made. We would urge that the examination should be speeded up and necessary amendments and new orders issued early.

95. A reform in the administration of accounts is also desirable. In 1962, the Ministry considered a proposal for the setting up of a Pay and Accounts Office on the lines of those established in the Ministries of Food and Agriculture and Works and Housing following the recommendation made by the Public Accounts Committee some years previously for the separation of accounts from Audit and the establishment in the various Ministries of their own individual departmental accounting arrangements. However, as the system of internal financial advice was just being introduced in the Ministry, consequent upon the promulgation of the new financial delegations, it was felt that any major change in the accounting machinery might wait for a while. In our view, it would be appropriate to introduce the new arrangements along with the enhanced financial autonomy we have recommended and would urge the Government to pursue this proposal vigorously. The considerable delays in the settlement of pay and allowances, transfer T.A. etc., of officers of this Ministry, who are frequently posted abroad, could also then be eliminated.

96. The missions, spread as they are all the world over, are functioning under widely varying conditions and face considerable difficulty in conform-

ing to the standing rules and orders of the Government which have been conceived largely with reference to conditions in India. A large percentage of audit objections which arise at present could be obviated if Government were to change these rules and orders to the extent necessary and desirable and to apply them with flexibility to the missions abroad.

97. We note that the Ministry of External Affairs for some years had a Secretary devoted exclusively to administration. In recent years this Secretary has been burdened with territorial responsibilities with the result that he has insufficient time for administration. We consider it of paramount importance to have administration entrusted again to the whole-time care of a senior officer under the overall supervision of the Secretary General. We recommend, therefore, that the post of Foreign Service Inspector in the rank of Additional Secretary created two years ago—now temporarily downgraded to Joint Secretary—be converted on a permanent basis into that of Additional Secretary in charge of Administration. (Our recommendations regarding the Inspectorate follow). We want it to be clearly understood that this officer should concern himself exclusively with administration. The efficiency of the Ministry and the Missions will ultimately depend on the contentment that obtains within the Service. We cannot, therefore, emphasise too strongly the need for care in filling this post. Incidentally, work in the lower posts in the Administration Division is often considered unglamorous; the Ministry can help correct this impression by putting good officers, marked out for advancement, for a spell in this Division before they are promoted.

98. The Inspectorate consisting of two Joint Secretaries, which was functioning for five years till 1959, was mostly preoccupied with the fixing of allowances and such other matters. In pursuance of the recommendations of the Estimates Committee in 1960 reiterated subsequently by the Public Accounts Committee, the Inspectorate was revived in 1964 by the appointment of an Additional Secretary. The new Inspectorate was expected not only to deal with the standard of allowances and amenities but also to consider the staffing pattern and requirements of the mission, its over-all effectiveness, the financial control and administrative discipline maintained, security arrangements and so forth. We are disappointed to note that after a brief period of operation, during which the incumbency changed once, the post has remained vacant for over a year now and the Inspectorate has been allowed to relapse into virtual inactivity.

99. We recommend that a permanent Inspectorate under an officer of Joint Secretary's status be maintained and that he should undertake frequent and regular inspection of all missions. A representative of the Ministry of Finance should also be permanently assigned to the task so that he will be readily available for tours all round the year.

100. Since every mission should be inspected at least once in three years, a time-table of visits may be worked out in advance for the whole year and intimated to all the missions concerned. A period of ten days should be allowed for the inspection of an average mission; it might be less for small posts and last a month or even more for the larger embassies. The Inspectors will thus be able to go into all aspects of the mission's work at length, watch its functioning over a period of time and report on its performance from the point of view of efficiency and economy. Methods of inspection should be standardised and not left to the vagaries of individual Inspectors. Questionnaires etc., should be sent well in advance so that the mission may keep all the information and material ready and be prepared for fuller discussion when the Inspectors arrive.

101. Inspection should be regarded as an indispensable part of a continuous process of critical internal examination. The Head of Mission himself should be required to undertake once every six months an examination of all aspects of work of the departments in his mission and submit his findings to the Ministry in a formal report, the format of which will be prescribed by the Ministry. In addition to this and the periodical inspection by the Joint Secretary in charge of the Inspectorate, a higher efficiency assessment may also be made as and when possible at a more senior level. The Secretaries of the Ministry visiting a mission in the course of other official work abroad may make, whenever possible, an over-all assessment of its performance.

102. Proper documentation of records is essential for the successful functioning of a complex organisation like a modern Foreign Office. The great increase in the number of papers, many of them of a confidential nature, handled by the Ministry of External Affairs and in Missions abroad lends this matter special importance. The machinery and staff devoted to this work at present are both inadequate. Filing procedures and systems should be reviewed and made more scientific and modern so that the time and energy spent in producing a paper required for reference is reduced to a minimum. The process of weeding out old papers should be continuous so that records of more permanent value can be maintained in a more durable and accessible manner. The work of the officials entrusted with archives in the Ministry and abroad should be better supervised. We would advise an immediate tightening up of the administration of the Ministry in this matter. We would also recommend the appointment of an officer trained in modern techniques to assume charge of a special unit for devising new procedures and for weeding out existing records.

103. With the growth in numbers and range of activities, the Ministry of External Affairs has been put to increasing strain and inconvenience for want of adequate and proper accommodation. Important branches of its

work have to be conducted in offices far removed from the main Ministry in the South Block and located in four different buildings. This has made personal contact and coordination particularly difficult. There is also a considerable risk involved in the movement of classified papers from one place to another.

104. For these reasons, a separate building to house the Ministry of External Affairs and all its branches would have been more than justified. However, we understand that it is the Government's intention, by a scheme of reallocation of accommodation to Ministries, to provide additional space for the Ministry of External Affairs in the South Block which will meet two-thirds of its immediate requirements or about one-half of its anticipated requirements for the near future. We consider it of urgent importance that this re-allocation of accommodation should be completed as speedily as possible. By bringing together under one roof the main branches of the Ministry, this by itself will lead to a significant improvement in the working efficiency of the Ministry as a whole. The balance of the Ministry's requirements with scope for further expansion during the next decade is to be provided in a new building to be constructed near the South Block. We trust this project will also be accorded priority and executed quickly so that the grouping together of the remaining branches of the Ministry will not be delayed.

Research

105. Historical and current research is an essential part of all analysis in depth and long term study of policy, and most Foreign Offices maintain a body of specialists for this purpose. There is adequate recognition of this need in our Ministry of External Affairs, and over the years a small but adequate corps of Research Officers suited to the needs of the Ministry has been built up.

106. The Research branch, by the very nature of its functions, must remain a distinct entity. But its work will be of value to the Ministry only if it is geared to current policy requirements. Wherever necessary, therefore, Research Officers have been attached to the territorial or functional Divisions concerned to achieve closer coordination of work. Two Research Officers have also been attached to our Permanent Mission in New York.

107. We think that the occasional posting of Research Officers to selected missions abroad for further advanced research work in their own areas of specialisation would be useful. Such foreign assignments will give the Research Officer an opportunity of acquiring a more intimate knowledge of his area and also a wider appreciation of policy issues from an operational

angle. Also, there should be no objection to using suitable IFS officers occasionally for research work. This will encourage a greater sense of research-mindedness in the Service.

108. We were told of some dissatisfaction among the Research Officers and Library staff with their present scales of pay and lack of promotion prospects owing to the paucity of posts in the higher grades. We recommend that the Government should examine their pay scales and related matters.

109. The term 'Historical Division' now in use for the Division is not a wholly adequate description of all the functions performed by it. We consider that the Division should hereafter be called the "Research and Reference Division". The Library will no doubt continue to form an essential part of the Division as it is today.

Legal & Treaties Division

110. Advice on the legal aspects of all foreign policy decisions and dealings with foreign governments and assistance in the drafting of treaties and conventions are available to the Ministry of External Affairs in its Legal and Treaties Division, now headed by a Legal Adviser of Joint Secretary's status. The Division is staffed by officers recruited specially for their professional knowledge and experience of International Law. This is a sound arrangement, because no modern Foreign Office can function effectively without the advice of specialists in International Law and such advice can be more conveniently and effectively secured only if the Legal Adviser and his staff form an autonomous but integral part of the Foreign Office. It is only by remaining in close touch with the mainstream of foreign policy implementation and by association on a regular and continued basis with negotiations will they be in a position to offer the kind of juridico-political advice that the Ministry requires. It is equally necessary, at the same time, to recognise the distinction between diplomatic work and legal advisory work and to maintain the specialised character of the Legal Adviser's office and staff. Their professional expertise can be kept alive only by active and constant touch with the law.

111. A memorandum submitted to us by the Legal and Treaties Division suggests that there is some frustration among the officers of the Division on account of the inadequacy of present scales of pay and avenues of advancement. We do not think parity in scales of pay with the IFS would be appropriate. It is necessary, however, to ensure that the emoluments and promotion prospects are such as would be attractive to men with good legal minds and experience. We recommend that the Government should give consideration to this matter.

112. Research Officers and Legal Officers are recruited for a specific function on the basis of their high qualifications in special fields. Any question of their promotion to the IFS should not, therefore, normally arise. It is possible, however, that the Government may occasionally find an outstanding officer among them with a marked capacity for diplomatic work. We consider that provision should be made in the rules to enable the Government to appoint such an officer to the IFS.

CHAPTER IV

A UNIFIED FOREIGN SERVICE: PERSONNEL PROBLEMS AND TASKS

113. Having dealt with organisational arrangements, we now turn to the problems relating to personnel. However good the machine, its efficiency of performance depends on the quality of the men operating it. This is especially true of the Foreign Service, for diplomacy has remained, notwithstanding the multiplicity of inter-governmental contacts at different levels, the highly personalised profession that it always has been. In no service does the personality of the individual count for so much even today as in the Foreign Service.

Diplomatic work

114. The diplomatic work of the Foreign Service forms the base for all its functional tasks, whether they be political, commercial or publicity. For the performance of this work, the fundamental requisites for a diplomatic representative abroad are a sound knowledge, which needs to be continuously kept up to date, of his country and its institutions, its culture and heritage, and the genius of the people; a perceptive understanding of its problems, needs and objectives; personal faith in its basic policies; and adaptability to foreign environments.

115. To be able to function effectively in his foreign environment, the representative has to establish rapport with the people amidst whom he lives and works and gain the confidence of men who make or influence policy. Again, to be able to provide his own Government with a faithful and accurate appraisal of the policies of the foreign Government concerned and of conditions in that country, he has to gain insight and understanding. A capacity for comprehending the mentality of other nations and races and for gaining a sensitive understanding of their psychology is, therefore, one of the most valuable of diplomatic gifts.

116. The warmth with which an Indian diplomatist may represent the views or reactions of the Government to which he is accredited need not render his objectivity necessarily suspect; what is important is that his frank assessment should always be available to the Ministry to enable it to reach sound decisions. This does not mean, of course, that the danger of over-zealousness does not exist. If the representative shows signs of surrendering his judgement to sentiment, his usefulness in his post will have come to an end.

117. A word must be said about the need for a diplomatist to have faith in his Government's policies and to speak in a clear and unambiguous voice in presenting them. Whatever other forms of communication may be available and be used for inter-governmental contact, an Ambassador or High Commissioner remains the principal channel of communication between his Government and the Government to which he is accredited. On him devolves the duty of explaining, interpreting and defending the policies and views of his Government, both at the official and at numerous other levels. This is a positive function, going far beyond the mechanical one of "saying one's piece", and calls for interpretative skill of a high order. To succeed in persuasion, however, skill needs to be sustained by integrity of mind and purpose. Where he differs from headquarters, the representative has the freedom to seek, through the channels and subject to the limits prescribed by established procedure, a modification or reconsideration of particular policies. In no circumstances, however, should he let others outside get even the remotest hint of such differences of opinion; that would not only seriously compromise his Government's position but also eventually reduce his own effectiveness.

118. We believe that there is sufficient general awareness within the Service of these basic principles. We believe, too, that in public spirit, earnestness of purpose, and devotion to the country's policies the Service as a whole has maintained a high standard.

119. There has been a tendency among some of our representatives to assume an attitude of self-righteousness. The virtues of our policy may not be self-evident to others, and should be patiently and diligently explained to them in an unobtrusive, pleasant and persuasive manner. Equally to be avoided is the opposite tendency to carry mildness of manner to the point of timidity, even when firmness is called for. This may be due not so much to lack of conviction as to a muddled feeling that it would not fit in with the popular image of a diplomatic representative spreading nothing but goodwill all around him. Right training and orientation can easily correct any such tendencies.

120. The representative abroad will be able to function with the degree of confidence and sureness of touch essential for success only if the Government takes him into its confidence and keeps him fully acquainted not only with developments as they occur but also with current thinking in Delhi. We were told of instances when our representatives had come to learn of new initiatives or negotiations too late or through other channels. We urge that steps should be taken to ensure against any such failures in communication.

Representational activity

121. Representational activity is not confined to one method or medium. Attendance at social gatherings, talks from public platforms, on the radio

or T.V. or to intimate groups, participation in literary or cultural activities etc. are among the many means available for establishing contact. The choice of means will depend on the nature of the society in which the diplomatist is functioning and also on his own aptitudes and capacities. Banquets, receptions, and informal and intimate meals are all part of such representational activity. It must not be forgotten that the diplomatist is at work even while engaged in these apparently unproductive pursuits, which incidentally are not always as pleasurable as they may appear.

122. The feeling that our representatives abroad spend most of their time attending social functions is, we are afraid, based on a rather superficial view of a diplomatist's life. The average day of our envoy is a busy one—meeting members of the Government or other personalities or Indian visitors, exchanging calls with other Heads of Mission, holding discussions with his own officers, reading or writing despatches to his Government and giving advice or decisions on internal official matters. The parties he has to attend or give involve additional work. They provide him with a valuable opportunity of meeting a cross-section of people, whom he may not otherwise easily meet, in the relaxed and informal atmosphere of a social gathering. He uses it for acquiring information and for an exchange of news and views. Therefore, this aspect of representational activity, though seemingly a part of the trivia of life, is nevertheless one of much value to the diplomatist.

123. It follows that the facilities afforded to our representatives for the purpose of entertainment should be on a scale fully adequate for the discharge of their representational functions. The Ministry must, of course, take steps to see that the resources allocated for this purpose are used effectively.

124. The quality of the hospitality offered must be good enough to appeal to the discriminating guest, without being extravagant or ostentatious. We are even more concerned about the range and depth of contacts established through such entertainment. Much of the entertainment in the missions today could be better planned. Sometimes, the same persons are invited over and over again and by all members of the mission; such overlapping entertainment may be necessary to keep contacts alive, but should clearly not be over-done. On the other hand, entertaining large numbers of people merely for the sake of fulfilling Government's directions without any planned follow-up of new contacts serves no purpose. To obtain the desired results the representational efforts of all officers need to be co-ordinated with a view to the cultivation of the right kind of contacts over the widest possible area. The officer must recognise that contacts are not made merely for their social status, which may no doubt be of value up to a point, or for purely personal reasons, which again is not entirely irrelevant since the very purpose of entertainment will be defeated if the host is not seen to be enjoying the company of his guests, but essentially and ultimately for their

usefulness to him from the point of view of his government's and country's interests.

125. Under the present system, each officer is given a separate and individual grant from which he recoups each month the expenditure incurred by him during the previous month. We have considered whether it would make for better regulation of representational activity if the entire funds were placed at the disposal of the Head of Mission in the shape of a bulk grant to be allocated by him, at his discretion and as needed, to the representational officers of the Mission. The present system has the advantage that the officer knows what is expected of him and is told what his allowance is, and has, therefore, greater freedom to organise his entertainment over the year. Entertainment is always more effective and better appreciated when it is on a smaller scale, is intimate and provides an opportunity for the host to show that personal consideration, which means so much to the guests. Such entertainment can be better arranged under the existing system, and we recommend its continuance. Better control and co-ordination should be possible even within this system, if the Head of Mission or one of his senior colleagues would find the small amount of time required to examine with the junior officers the problems of representational entertaining and give them proper guidance.

126. Entertainment at home is undoubtedly effective if well organised, and emphasis is now rightly laid on it. But entertainment at restaurants is sometimes more convenient to the guests and hence better appreciated. This is, however, expensive and the individual representational grant sanctioned to the officer does not provide for it. We recommend that an adequate lump-sum grant should be placed at the disposal of the Head of Mission to be drawn upon by him as well as other officers for such purposes.

127. It is necessary to remember that in representational matters, our representative has, of necessity, to follow conventions and practices which are moulded to an international pattern of life. This has led to the criticism that members of the Foreign Service become denationalised in their ways. We do not believe this criticism to be just. In matters affecting social life, the officer has to function in the manner best suited to the environment in which he finds himself without, on the one hand, seeking to impose his views or tastes on his hosts or guests and, on the other hand, sacrificing his own principles or preferences. A Foreign Service officer has to keep his windows open to the winds of other cultures and traditions without allowing himself to be blown off his feet by them.

Economic and commercial functions

128. We were interested to note that the inter-dependence of the economic and commercial branch with the other work of the Foreign Service had been recognised as far back as 1947, when the Foreign Service was

being constituted, by providing for a single cadre of officers to perform commercial along with other work; a number of officers taken into the Service through special selection were specifically chosen for their commercial background and experience. Notwithstanding this, the tendency appears to have grown over the years, to regard commercial, and latterly also economic, work as either less attractive, or too specialised and narrow in scope. The basic principle in regard to the manning of these posts abroad has, therefore, to be reaffirmed and current attitudes within the Foreign Service to this branch of its work re-oriented.

129. The commercial representative abroad has to combine his economic background and commercial experience with a considerable amount of diplomatic expertise, and we believe that this combination is best achieved by training a Foreign Service officer from an early stage in his service for commercial work. Since political work is no longer clearly distinguishable from commercial work and cannot be dealt with in isolation, all Foreign Service officers must have a grounding in economic affairs and also develop a "feel" for commercial matters. The development among these officers of further specialisation in the economic and commercial field should follow thereafter. All these will not, however, be possible if such work is regarded as something distinct, calling for a separate set of qualities and qualifications, or if no continuous effort is made to develop the requisite ability within the Service. Economic and commercial functions should, therefore, be considered an essential and indivisible part of the work of the Foreign Service and all such work abroad should be handled by officers belonging to a single Foreign Service cadre.

130. It will be clear that any programme of recruitment of personnel from business houses or other similar organisations specifically and exclusively for commercial work would not be consistent with our concept of a unified Foreign Service. Besides, there may be practical difficulties in getting the brighter men from commercial firms to come into the Service on the terms that the Government could offer by way of seniority, emoluments etc. The assimilation of such officers into the regular cadre may not also be easy. The fact that they had been selected primarily for commercial work on the basis of their earlier business experience would create a permanent psychological barrier between them and the others. If, however, men with commercial experience came into the Service along with others with specialised experience in other fields, as part of a regular system of lateral entry into the Service, that would not be open to the objections which have been stated. We consider the question of such over-age entry in a later Chapter.

131. The Foreign Service will be able to cope with its economic and commercial tasks only if it takes to these tasks more earnestly than hitherto and equips itself better to discharge them. There is still some disposition

among members of the Service to look askance at economic and commercial duties. The first essential then is a full realisation within the Service of the importance of trade and commerce. The problem of finding external resources for the Fourth Plan or of achieving our export target should be considered just as important as expounding our policy on a political issue of international interest. Our Heads of Mission should play their full part in commercial work and be encouraged to take more sustained and direct interest in it. Relations with a chamber of commerce must be cultivated as sedulously as contact with, say, a political group. Many of our Ambassadorial assignments today entail an involvement in economic and commercial matters, and an officer with such expertise is likely to prove more successful than another whose experience has been limited to the 'political' side. It would be, desirable, therefore, to ensure that every officer gets an opportunity of gaining some economic and commercial experience before he attains the level of Head of Mission.

132. The preparation of Foreign Service officers for economic and commercial work also needs greater attention. Every officer should, in our opinion, be familiar with the basic principles of international economics and commerce and with the technical language of foreign trade. The training we propose in a later chapter will provide for this. Officers appointed to commercial posts should invariably be given adequate briefing in the Ministries dealing with Commerce and Industry and the Department of Economic Affairs; discussions for them should be arranged with private and semi-official bodies like the Export Promotion Councils, Commodity Boards and Trade Associations connected with export trade. Such officers should have frequent opportunities to serve at headquarters in the Ministries concerned so that they can get a better grasp of policy making and the current thinking in the Government and in return contribute the benefit of their experience of work abroad. Mid-career attachments to selected management courses run for business executives engaged in export trade should also be of great value.

133. A further impetus to the development of economic expertise within the IFS can be given if some officers are assigned to the Central Economic Pool as associate members. As members of the Pool with experience of work abroad, their services can be utilised to considerable advantage in the Economic Ministries of the Government of India. While about a third of their career will be devoted to such assignments at headquarters they will have ample opportunity to keep alive their diplomatic and representational experience through postings abroad and an occasional posting at the Ministry of External Affairs. We feel sure that volunteers will be readily forthcoming from among officers of eight or nine years' seniority. By adding a few such officers every year to the Pool on an associate basis, a corps of specialists can be built up over the years from which officers for manning

senior diplomatic posts abroad involving specialised economic and commercial work can be readily found.

134. We wish to suggest some further improvements for securing better performance. First, there should be a substantial increase in the officer resources devoted to commercial work, which are now inadequate. Without such increase, it would be impossible for our missions to handle commercial enquiries satisfactorily or to secure introductions and contacts from which mutually beneficial trade relations can develop.

135. Secondly, the arrangements for the supply of information to commercial offices abroad must be better organised. We are told that our missions do not often have up-to-date information regarding matters like the taxes leviable in India and their rates, facilities for remittances of profits and changes in import and export duties. The measures we have recommended elsewhere for improving communication between the Ministry of External Affairs and missions abroad will no doubt help generally. However, if the specific needs of the commercial wing are to be effectively met, particular attention must be paid in the Ministry of External Affairs to the speedy dissemination of such information. We think that the Economic Division should be made responsible for collecting all such material and information from the Commerce and other concerned Ministries and transmitting them promptly to missions abroad through the teleprinter link of the External Publicity Division.

136. Thirdly, we suggest that commercial officers abroad should concern themselves more with promotional activity. The preparation of reports for despatch to headquarters is no doubt important—information and data must be promptly reported and an analysis of events and interpretation of trends conveyed equally quickly. But the success of the commercial representative will, in the last analysis, be determined by the openings he has been able to secure for Indian traders; and for this, he must be in the market place as often as in his own office.

Information work

137. At the time of the constitution of the Indian Foreign Service, the prevailing view was that Information work was 'technical' and distinguishable as such from political and other work. Therefore, a separate set of officers with professional experience in journalism and public relations were recruited for the purpose, on contract and on terms different from those of the Indian Foreign Service. The Information Officer thus tended to regard himself as outside the fold and dealt with the External Publicity Division on his own and often independently of the Head of Mission. This sense of separateness has been a factor affecting the effectiveness of our publicity abroad. A realisation that this function is an indivisible part of the work of the Foreign Service was slow in growing. In 1959 it was decided that

it should be gradually taken over by the Foreign Service officers themselves and further recruitment of Information Officers was stopped. The assimilation of the Information Officers already recruited has, however, remained an unresolved problem. We deal with this, among other matters relating to External Publicity, in a separate chapter.

138. It would be wrong to infer from the above that publicity and public relations do not demand either special aptitudes or careful training. We believe that it is the duty of the Foreign Service to develop this expertise within its own ranks through a careful and sustained programme of training and career planning. Every Foreign Service officer may not, and indeed cannot, turn out a Public Relations expert. Aptitudes should be carefully watched and those who show promise and interest given further professional training in modern methods and techniques of mass communication and public relations; they must be enabled to perfect their skills on the job through a careful choice of assignments.

139. All representational activity abroad includes an element of public relations. Every Foreign Service Officer—regardless of the branch of the mission in which he may be working—must recognise this and develop the requisite ability. Otherwise, the total public impact made by the mission will be weakened. The responsibility of the Head of Mission himself in this regard is well understood and needs no special emphasis.

Consular affairs

140. Our enquiries show that the resources allocated to this branch of activity are not adequate to allow anything more than the minimum of service. Accommodation is often cramped and the staff assigned to consular work insufficient, with irritating delays becoming inevitable. The discretionary powers and financial delegation allowed to the consular officer are also limited. We recommend an early review of the consular instructions with a view to improving the standard of service abroad.

141. We think, nevertheless, that it should be possible for our missions to improve the standards of courtesy and methods of dealing with the general public. We suspect that in some of the missions the Head of Mission and his senior colleagues do not take sufficient interest in this Department of the Mission, and this may cause the junior officers and staff with whom the members of the public come into contact to behave in an unhelpful manner. Members of the public are often ignorant of the rules and the disabilities under which a Government office functions and may refuse to be mollified by explanations. Indian resident communities abroad and Indian visitors have special problems of their own and may make demands not always easy to satisfy. But the Foreign Service officer has to deal with all of them with unflinching tact. For the Consular Officer, as for all others in a

142. While it is unquestionably the duty of the Head of Mission to assist distinguished visitors from India in every possible way, he must be given adequate notice. In fact, it would facilitate matters all round if the Ministry of External Affairs could also be kept informed of all such projected visits. Visitors are often disappointed if they are not provided with transport for private journeys and such other amenities. The mission cannot obviously provide facilities which are not permissible under the rules. Within these limits, however, it should extend to the visitors every possible consideration and assistance.

143. Our missions abroad should take greater interest in Indian students and their welfare. There should be some machinery for keeping in closer touch with them. Officers should visit them at their universities often—er to talk to them on matters of general interest and to help them in regard to any problems they may have. More Education officers should be appointed, where necessary, for this purpose. Information bulletins issued by the mission should be regularly sent to student centres or associations to enable them to keep abreast of developments taking place in India. We suggest that before going abroad they should also be given a short orientation course and a set of pamphlets and brochures containing general information which will be of use to them.

144. We consider in the following paragraphs measures designed to improve the operational efficiency of the Foreign Service.

Promotions

145. Foremost is the policy and practice followed in ensuring that only able and deserving men are brought into positions of higher responsibility. These positions are located in four grades above the senior scale of the cadre. The very term "selection posts" implies that the men occupying them are among most competent officers in the Service—officers whose merit has been tested and proved during service in the senior scale and who have been chosen after careful selection. An officer may legitimately seek security of tenure and automatic betterment of emoluments according to seniority and length of service only in the time-scale, but not beyond.

146. The principle that merit should be the sole criterion for advancement into the selection grades has been widely accepted and is unambiguously stated in the IFS Rules themselves. Little, however, seems to have been done in the past to give practical effect to this principle. We are gratified to note that a serious effort is now being made by the Ministry of External Affairs to bring practice into line with policy. We are also glad to note that in its evidence to the Committee the Indian Foreign Service Association has given its support to the application of this principle.

147. In the Foreign Service, with its wide variety of functions, it is especially necessary that ability and suitability should be the preponderant

factors governing promotions to the grade of Counsellor and above. At the time of entry, every officer is potentially good; otherwise, he would not be accepted for the Service. His subsequent advancement in the Service above and beyond the senior scale should be dependent on his actual performance competitively adjudged in relation to that of his colleagues. The standards of selection will naturally become progressively more rigorous as he moves to successively higher grades above that of Counsellor. Movement upward by the mere compulsion of seniority will result in the elevation of less efficient men to the top, while the more talented and meritorious stagnate below. A proper promotions policy, on the other hand, should ensure that the outstanding men rise faster than the others to occupy the senior and more responsible positions. The efficiency and vitality of the Service cannot otherwise be maintained.

148. We are not unaware of the apprehension felt by many that while the policy of promotions on merit is unexceptionable in theory, its practical application is conditioned by the problem of ensuring detachment, impartiality and objectivity in making assessments and of eliminating the danger of favouritism. An undeserved supersession can demoralise an officer; an unmerited out-of-turn promotion can demoralise the whole Service. Some improvements in the institutional devices could go a long way towards lessening the risk of aberrations occurring, and we shall now consider these briefly.

149. Promotions to the lowest selection grade in the Foreign Service are at present recommended by the Foreign Service Board and those to the three higher grades by the three Secretaries of the Ministry and approved by the Foreign Minister. In our view, this arrangement is essentially sound. The composition of the Board, which will hereafter include the Additional Secretary also, is broad-based enough to cancel out any serious errors of subjective judgement and to make possible a reasonably fair and objective assessment. With the appointment of a Secretary-General, a review at his level will also be possible.

150. The character roll is the basis on which the Board must rely for its evaluation of an officer. Departmental tests and interviews are, in our opinion, impracticable and inappropriate in making selections for posts of Counsellor and Heads of Mission abroad and Directors and above at headquarters. The only extent to which the information obtained from the character roll could be supplemented is by way of personal knowledge which any or all of the members of the Board might have of the officers' abilities and performance or the general reputation that the officer has acquired. Great caution should, however, be exercised in this regard to avoid judgements based on mere hearsay or on casual contact.

151. If the character roll is the primary means available for evaluating an officers' capacities and performance, the importance of maintaining it

properly cannot be over-emphasised. These records must always be kept complete and up-to-date. Missing reports or inadequate reports will mean serious gaps in the information made available to the Selection Board. All the reports should invariably be reviewed as soon as they are received in the Ministry by the Additional Secretary and the Secretaries. Any assessment which shows bias can thus be rectified promptly. It can also be ensured that adverse entries are communicated promptly to the concerned officer in the manner prescribed by the Government. Some Heads of Mission tend to be over-generous while some others may be excessively strict. It will be the responsibility of the Ministry to see that these extremes of judgement are appropriately moderated when making a review of the reports.

152. The Ministry should also tighten up its control over reporting. It must be prompt in follow-up action, on the one hand, to set the record straight where a reporting officer may have made a serious error of judgement, and on the other, to compel the officers, of whom it is feared there are many, who prefer to take the line of least resistance by making vague and imprecise observations, to committing themselves to a clear and definite expression of opinion. Every reporting officer must be made to understand the need for making an honest and thorough assessment and to realise that failure to do so, if it became a habit, would reflect upon himself. The tendency towards exaggeration in favourable assessments—a common occurrence when the officer reported on is nearing the zone of promotion—should also be corrected.

153. An officer who is not approved for promotion to the next higher grade in two, or at the most, three successive selections but whose performance may be just about adequate for continuance in his present grade has obviously reached the limit of his capacities. It would be kind, both to him and to the Service as a whole, to tell him so in clear terms so that he can, if he so chooses, leave the Service with dignity. An opportunity is available for both the Government and the officer to take stock of the situation when the officer has completed 30 years of service or reached the age of 55. We understand that a proposal is also under consideration for reducing the minimum qualifying service for pre-mature retirement from 30 to 25 years for all Services including the I.F.S. We recommend that the Ministry of External Affairs should exercise the powers of review conferred on it under the rules more fully and effectively than hitherto.

Choice of personnel for assignments

154. As in making promotions, so in the selection of officers for specific assignments, especially at senior levels, greater care needs to be exercised. At headquarters, the Ministry needs officers suited for secretariat work. At junior levels—up to the level of Deputy Secretary or even Director—all officers must,

of course, be brought at least twice to headquarters on rotation; only so will an opportunity be provided to them of acquiring experience of work at Delhi and to the Ministry of appraising their work and guiding their development. But, at higher levels, especially from Head of Division upwards, the need for rotation should give place to the more pressing need for placing the best and most suited men in charge of the key posts in the Ministry.

155. Abroad, the appointment of diplomatic officers calls for the same discerning judgement. An officer good at conference work may not be so successful in a commercial assignment; an officer gifted with a special flair for public relations may be wasted in a country where someone interested in research and study might do better. The theory that all officers who have been promoted to, say, Grade V, are equal in all respects and will do equally well in all assignments is facile and fallacious. Each may have an area or field which may be his forte, and it should be the task of the administration to identify this special talent and employ it to best advantage.

156. A Head of Mission, whether a member of the Service or not, should be chosen not only for his proved ability and capacity but also for his fitness for the particular post which is to be filled. This involves an assessment of the nature and range of problems awaiting solution and the qualities, experience and personality required of the Head of Mission who is to tackle them.

Renewal of contact with India

157. A common complaint against Civil Services in general is that they fail to respond to social and other developments in the country. The specific criticism against the Foreign Service is that its officers tend progressively to lose contact with developments in India in the economic, social and cultural fields, spending as they do so much of their working life abroad, out of personal contact with our people. This handicap is incidental to the nature of the Service. To some extent this can be remedied by better initial training and by the officer continually refreshing his knowledge through study of reports on current developments from official and other sources. More important, however, is the enlargement of the areas and frequency of contact between the Foreign Service and the Indian public. Such widening opportunities of contact will also give the public a better appreciation of the work that is being done by the Service.

158. A frequent return to India on a home posting is clearly the first requisite. In the last chapter we have recommended an expansion in the officer strength at headquarters for the more efficient handling of work. The precise number of posts to be created will obviously depend on the

actual volume of work. The increase in posts will incidentally provide more opportunities for home postings.

159. Such opportunities can be further widened by the appointment of IFS officers to other Ministries of the Government of India where matters having a bearing on foreign policy are dealt with. Suitable IAS and other officers can be taken in exchange for service abroad or at home with the Ministry of External Affairs. Such cross-postings for specific terms of two or three years will not only strengthen inter-departmental liaison and co-ordination but, by providing diversified experience for an increasing number of officers, also benefit the Administration.

160. A home posting can, however, provide only part of the answer. Officers at senior levels may not all be able to avail themselves of this opportunity for want of posts. Besides, many of them may be more suited and indeed may be needed for work abroad rather than at headquarters. Further, the renewal of contact should not be confined to the official world at New Delhi. Officers on home leave, or on the eve of transfer, should therefore be sent more frequently than hitherto on Bharat Darshan tours to visit cultural and commercial centres as well as development projects. Mid-career attachment to different institutions in the country, which we discuss later in the chapter on 'Training', will provide another valuable point of contact. We suggest also that Heads of Mission on leave or consultation duty in India should be encouraged to visit universities to give talks on matters of general interest relating to the areas where they are serving or important aspects of our foreign policy.

Language abilities

161. We now turn to the question of developing the language skills of the Service. A knowledge of one of the languages in international use, in addition to English, is an essential ingredient of success for a Foreign Service Officer. A working knowledge of the language of the country where he is serving is an added advantage.

162. There has undoubtedly been an awareness in the Ministry of External Affairs of the importance of language training. However, because of the smallness of the cadre and because, too, of the fact that the hundred odd officers first appointed through secondment and special recruitment fell within higher age groups, the scope for effective language training was limited during the early years. The position has improved with the emergence of a larger number of younger officers recruited through competition. Even in respect of these younger men, however, the results achieved have been small except, perhaps, in respect of Chinese and Russian. There has been a lack of consistency and purpose in the allotment of languages and of planned effort to develop language proficiency further in active service and to utilise such proficiency to the best advantage. A language is allotted to each officer for compulsory study and he has to

qualify in it up to the advanced standard. Since confirmation in service is dependent on the passing of this examination, officers are naturally diligent in learning the language. But they often tend to lose interest in it, once they are confirmed; no watch is kept to ensure that they keep their knowledge up-to-date; no incentive is given to them to make the effort worth their while, nor is planned assistance extended to them by way of postings to the same language area.

163. In the early years, the major European languages in addition to Arabic, Persian and Chinese were being assigned; in the middle years the Ministry experimented with a free allotment of other languages. It has now reverted to the practice of allotting only the major languages, in view of the increasing need for officers knowing these languages and the reduced scope for effective utilisation of the knowledge of officers trained in one-country languages. We regard this as the right approach. Arabic, Chinese, French, Russian and Spanish are the languages most useful to the Service because they cover the greater part of the world. The Service should, therefore, concentrate first on building up quickly an adequate reservoir of ability in these languages before seeking to develop ability in one-country or two-country languages, whose importance, however, we do not wish in the least to minimise.

164. The allotment of languages should be made with care because the language assigned to an officer will also determine, up to a measure, his subsequent utilisation in service. While the preference of the officer should be taken into account, the exigencies of public interest will be the deciding factor. The first posting of the officer is in his language area. He should be brought back to that area again often enough, so that he can keep his knowledge alive and develop his specialisation in the language and the area.

165. As a corollary, the IFS rules must be revised. First, encouragement must be given to an officer to acquire proficiency in his compulsory *i.e.* his basic language by payment of a lump-sum reward for re-qualifying in it after a lapse of five years from the time he passes the first examination. We recommend an amount of Rs. 3,000 for the easier languages and Rs. 5,000 for Chinese and Japanese. The test for requalification should be higher than the advanced standard by which the officer had earlier been adjudged but not necessarily of the interpreter's standard. Secondly, to encourage more officers to learn additional languages, the tuition fees paid by an officer, once an optional language has been allotted to him, should be reimbursed up to one half of the number of hours fixed for study of the compulsory language. The lump-sum rewards payable on requalification after five years should be available in respect of the optional languages also, the period of five years being reckoned from the date the officer drew his first lump-sum reward on qualification. The standard of the test will

Specialisation

166. Specialisation has received inadequate attention in our Foreign Service. At the time when the Service was constituted, the main pre-occupation was with the creation within a short period of a corps of officers capable of rendering efficient service abroad. The smallness of the Service rendered any initiative in the direction of specialisation impracticable. It was also felt that the experience of other countries which had experimented with special cadres for a particular region or function had not been wholly satisfactory, in that officers of such cadres tended to have a narrow vision and a limited outlook. The Ministry was rightly anxious to avoid these dangers. But today, with an expanding Foreign Service required to look after a hundred missions located in different parts of the world, the time has come to think in terms of developing within it a higher degree of specialisation in different fields, without however impairing the versatility of the members of the Service.

167. We have already dealt with functional specialisation in so far as it relates to the main branches—economic, commercial and public relations. As the range of our activities and the depth of our involvement increase, further subject specialisation will be desirable *e.g.* on Disarmament or in matters relating to GATT or UNCTAD. Specialisation by area or country is equally important—*e.g.* in Arab affairs or Afro-Asian affairs. It is not difficult to foresee that the needs of the Service for such expertise will steadily grow in the years to come.

168. Specialisation involves the rotation of an officer between his area or function and others in such a manner that during his first twenty years of service he will have spent a good proportion of his time in his own area of specialisation. A variation of this is what has been called the 'orbital' approach, which means keeping an officer in one orbit—*e.g.* West Asia—for ten or twelve years, whether serving in his own area or doing a desk job in the concerned Division at headquarters, and then switching him over to a new orbit for the next period of ten or twelve years. Each has its merits and a sound personnel policy should seek to make judicious use of both. The object is the same, whatever the method followed, and this is to build up a fund of specialist knowledge and experience at different levels of the Service without sacrificing the all-round development of the officers concerned.

169. Officers who have to serve in stations with difficult climatic or other conditions are placed at a disadvantage as compared to others. In our opinion—and this is confirmed by the experience of other Services—the most practical way of meeting the problem is to give them some financial inducement. The principle of paying a Difficult Area Allowance is well recognised even in the home services. We explain our proposal with regard to the Foreign Service in a later chapter.

Career planning

170. The suggestions we have made in the foregoing paragraphs for the selection of officers for the higher posts, the building up of language ability, and area and functional specialisation should all form part of a programme of planned career development for every officer. To this task the Additional Secretary in charge of Administration must devote special attention. The use of the term 'planning' in respect of an individual's career spread over three decades or more and so bound up with his own personal life may seem pretentious. We would, therefore, make it clear that the object of career planning should be no more than to devise a broad framework of career growth within which the officer may be expected to develop. In essence, it will mean maintaining a careful watch over the officer's development as he moves from one post to another and a continuous and fully informative record of his qualifications, attainments, strong and weak points, preferences and performances and charting a tentative course of action for the future. Selection of officers for posts will be greatly facilitated if such a picture of the officer is readily available.

171. Career planning must not become a regimentation of an officer's future according to a pre-determined pattern. The plans made at a particular stage on the basis of an appraisal of the officer's abilities and aptitudes will need to be constantly reviewed in the light of subsequent developments and especially the officer's own inclinations and aspirations. In the absence of such a flexible and imaginative approach the officer's full and natural development will be seriously affected.

172. The present system of classifying stations into A, B and C and the strict rotation of officers among them has made career planning virtually impossible. The purpose of classification and rotation was laudable—to give everyone a fair deal. Since, however, the need to develop the officer resources to the fullest extent and to deploy them in the manner most suited to the public interest is greater today than that of merely holding the scales even between one officer and another in terms of postings, this system, as practised now, will have to be abandoned and the classification of stations abolished. The emphasis, in future, should be on the maximum utilisation of the officer resources of the Service. Rotation will be designed not so much to equalise opportunities as to broaden the officer's vision and experience and to give him a change of environment.

173. Having regard to the need for continuity, we recommend that the normal term of duty at all posts should, in future, be four years with home leave once every two years. At the unhealthy or less attractive posts the term of duty will be three years with mid-term leave after eighteen months' service. The term of duty should be regarded as a flexible norm and not allowed to become a strict rule fettering the discretion of the Ministry in

using the officers to the best advantage of the Government. In particular, officers engaged in commercial or information work may be retained for longer periods provided they are doing exceptionally good work. These norms will not apply to a Head of Mission, whose tenure it will be for the Government alone to determine.

CHAPTER V

EXTERNAL PUBLICITY

174. Publicity and public relations play an important role in the modern world and the increasing reliance the Government has to place on these techniques for explaining its policies and activities to the people has naturally led to much public interest in this branch of the Government's activity. In the field of foreign affairs, publicity seeks not only to present our Government's policies but also to project our country abroad. It is, therefore, not surprising that public interest should focus especially on what the Government says, and how it says it, abroad. For this reason, we have considered it desirable to deal in this chapter at some length with all the problems relating to external publicity.

Long-term publicity

175. Long-term publicity is concerned with the projection abroad of a consistent and coherent picture of India designed to cultivate friendly sympathy towards us and to build up an understanding for our country and our basic policies. Such a favourable atmosphere must be constantly maintained in order that current publicity, intended to prepare the ground for our more immediate policies and actions, can be fruitful.

176. The functioning of our democratic society, allowing freedom of expression and movement and a free press, which is a main source of our national strength, does also sometimes render difficult the task of a Government agency like the External Publicity Division. Much that is said or done within the domestic scene may be seen in a different light abroad and may even be interpreted to our disadvantage. Our external publicity should endeavour to present these apparently negative aspects in their proper perspective.

177. Indian visitors abroad who may encounter ignorance about India or a misunderstanding of some particular aspect of its life among persons with whom they come into contact are naturally distressed and tend to attribute it to a failure of publicity. There is certainly much room for improvement in the coverage and impact of our publicity abroad. But the world is several times larger than India and it should be recognised that there are obvious limits to the Government's capacity to reach and educate everyone outside about our country.

Current publicity

178. The function of current publicity is to explain, interpret and to gain acceptance and support for our foreign policy objectives and actions.

In positive terms, it seeks to enlarge the areas of understanding of our policies; negatively, it tries to ensure that influences and initiatives contrary to our interests do not prosper. Timed correctly and directed intelligently, it may make all the difference between success and failure of a given policy. The effort and approach required will vary according to the nature of the policy itself, the prevailing world situation or climate of international opinion and current attitudes held in different countries or areas. Foreign Governments are concerned—like our own—primarily with safeguarding and advancing their own national interests and the object of diplomacy assisted by publicity is so to present our view-point as to make it acceptable to the persons in power or those in a position to influence opinion and policy.

179. It is easy, however, to exaggerate the role of publicity. By definition, it is not a substitute for policy and its role is subordinate to that of the policy itself. Its effect on the course of contemporary events or on the foreign policy attitudes and decisions of other governments will differ from country to country, according to the social and other conditions obtaining in each, and as between one situation and another, depending on a variety of factors. It may not always be possible to influence the public opinion developing in a country with regard to a given situation or policy and the extent to which such opinion may ultimately affect the policy of that government is variable and governed by circumstances beyond our control.

Survey of present External Publicity Division

180. The External Publicity organisation, limited as it was, functioning under the pre-Independence External Affairs Department was taken over during World War II, in 1943, by the Department of Information and Broadcasting along with the services of the officers who were connected with its work. In 1948, Government decided to transfer the responsibility for external publicity back to the Ministry of External Affairs. The grounds for the decision were, in the words of the late Prime Minister Nehru, as follows:—

“The requirements of external publicity are different from those of internal publicity. External publicity has necessarily to keep pace with day-to-day developments in relations with the countries concerned and the officers responsible for external publicity have, therefore, to remain in constant touch with the Ministry of External Affairs and Commonwealth Relations, who alone are in a position to issue directives on the policy to be adopted in the preparation and presentation of all publicity material.”

181. Till 1958, all publicity in Delhi on behalf of the Ministry of External Affairs was still handled by the Press Information Bureau of the

Ministry of Information and Broadcasting. In that year, it was decided that the External Publicity Division of the Ministry of External Affairs should itself assume the responsibility for this work.

182. The External Publicity Division's work can be roughly divided into three parts—the briefing of the press and other media representatives, Indian and foreign, operating from Delhi and the maintenance of continuous contact with them; policy formulation and guidance, including control and supervision of the publicity posts abroad; and the dissemination abroad of publicity and information material of various kinds and in different media. For discharging this third function, the Division depends largely on the agencies under the control of the Ministry of Information and Broadcasting for the necessary means and material—the External Services of the A.I.R., the Films Division, the Publications Division and its more recent subsidiary, the Directorate of Audio-visual publicity. However, the Production Unit set up in 1963 within the External Publicity Division is now itself planning and executing a fair amount of the current production of printed literature.

183. Out of over a hundred missions and posts abroad only 49 have publicity units. It is worth noting that ten years ago we had exactly the same number in operation. A great majority of these units consist of only an information officer, supported by a limited number of ancillary staff including, where needed, a translator. The equipment provided consists of a small library, pamphlets and magazines, a film projector and films, some gramophone records (mostly old 78 r.p.m. type) and some spools of taped music and talks. Such an average unit issues two to three news bulletins a week in the local language, produces "India News", often printed, at fortnightly or monthly intervals for distribution to newspapers, media representatives, Government departments and selected members of the general public and disseminates over a year several hundred copies of material received from headquarters. The unit is responsible for maintaining constant touch with local journalists and other leaders of public opinion, providing them with adequate background information and issuing contradictions of false reports when required. It sends reports to headquarters on local trends of public opinion. It undertakes a limited amount of tourist and commercial publicity and also arranges cultural functions, including film shows, radio programmes and exhibitions. Missions with no publicity units are also expected to do some of all this work though on a more modest scale.

184. The expenditure on the External Publicity Division at headquarters has increased from Rs. 21.02 lakhs to Rs. 52.34 lakhs between 1956-57 and 1964-65 and the expenditure on the publicity units abroad from Rs. 62.86 lakhs to Rs. 81.82 lakhs. Almost the entire increase in expenditure at headquarters is under "Other charges", while abroad the major part of the increase is on pay and allowances of officers and staff. This is

explained by the fact that most of the material for distribution abroad is produced and paid for at headquarters. Also, much of the work abroad consists in making contacts and maintaining relations; naturally, therefore, a larger proportion of the expenditure is devoted to the maintenance of the establishment by way of pay of the officers and their allowances.

Relations with Ministry of Information and Broadcasting

185. External publicity is an instrument of foreign policy and diplomacy. Its problems and needs are not the same as those of domestic publicity. Its targets are different and the approach, the emphasis and the means used are all distinctive. Therefore, it is only appropriate that the Ministry of External Affairs should be responsible for the conduct of our publicity abroad and that the control of the External Publicity Division should continue to remain with it.

186. A close liaison with the Ministry of Information and Broadcasting, which is responsible for all Government publicity inside India, is however, essential. It is even otherwise inescapable because the External Publicity Division has to depend largely on the Ministry of Information and Broadcasting for the supply of films, photographs, pamphlets, feature articles etc., for its use. Although the needs of external publicity call for increased specialisation in production, there is advantage in continuing this arrangement. It would call for an uneconomical duplication of staff, equipment and resources if the Division were itself to seek to produce all of this material.

187. The need, in these circumstances, for collaboration between the Division and the Ministry of Information and Broadcasting is paramount. Apart from periodic consultation at high level between the two Ministries, effective working arrangements should be introduced for the day-to-day co-ordination of work at all levels, particularly in relation to activities in the different media.

Attitude to publicity

188. The need for assigning to external publicity within the Ministry of External Affairs the role it deserves has been stressed by many competent authorities to us. In this connection, it has been suggested that there has been under-valuation of the importance of publicity and of those engaged in it; that there has been a tendency to regard publicity as an offshoot of the more important activities of the Ministry and to treat the X.P. Division (the External Publicity Division is known by this short form within the Ministry) as an appendage rather than as an integral part of the whole. Another common complaint often heard is that the officer in charge of press and public relations in a mission does not have sufficient status and authority or enjoy the fullest confidence of the Head of Mission.

189. While we agree that publicity should receive more sustained attention, we would hesitate to endorse any sweeping generalisation implying that the Ministry of External Affairs has not given due importance to it or that in our missions abroad, the officer in charge of publicity does not have direct access to the Head of Mission or does not receive full support in his work. In any event, this is not true of the last few years, when interest in and awareness of the needs of external publicity have grown both within the Ministry and outside. In pursuance of the recommendation of Dr. Shelvankar, who made a survey of the X.P. Division after the emergency in 1962, that it should be placed under the over-all charge of a senior officer equipped with the requisite authority, knowledge, initiative and flexibility of mind, a Joint Secretary was appointed to take charge of the Division in 1963. We would urge that this officer should not be burdened with other responsibilities and should remain free to devote himself whole-time to publicity.

Communication

190. Communication is a two-way traffic. The publicity units abroad send by telegram, airmail or by diplomatic bag all press and other comment of interest to us appearing in their respective areas. The information so received is sifted in the External Publicity Division and compiled in the form of a daily bulletin (World Press Review) which is circulated to the concerned Divisions and Departments in Delhi and Missions abroad. The units also send periodical analytical reports on trends observed in their areas in addition to giving details of the actual publicity work undertaken by them during the period under review. For its part, the External Publicity Division sends by diplomatic freight bag a considerable volume of information material in the shape of newspapers, journals, books and brochures; publicity material such as feature articles, pamphlets, photographs; and background notes explaining policies or events and specific directives for further action.

191. For maintaining daily contact, however, the Division has to rely on speedier means of communication. For obvious reasons of cost, the telegram is used only for conveying classified information or directions and not general news. Till recently, the wireless morsecast used to be the main channel for sending daily news. It was far from satisfactory and has now been replaced by a teleprinter link with 42 missions. Twenty more are likely to be brought into the network soon. At the moment, the link is only one way which means that the mission can receive information from headquarters but cannot transmit back and must rely on the more expensive press cables for sending urgent information to Delhi. Nevertheless, this represents a significant step forward and has also resulted in economy of expenditure. We recommend its further extension to as many missions as

192. About half the number of missions are now within easy reach of the Division; the others are reached by airmail or cable in case of urgency. The bulk of the information material, however, has, for obvious reasons of cost, to be sent by diplomatic freight bag which reaches even the more distant missions at least once a week. The delay involved in the process is inevitable. Within the limitations imposed by these factors, therefore, the missions abroad are kept well-informed. The feeling that our missions abroad are ignorant of what is happening in India is thus not correct.

Policy formulation

193. The formulation of policy has been made easier with the appointment of a Joint Secretary in charge of the Division. We consider, however, that there is still room for improvement. It is essential that the Head of the Division should be associated with the highest councils in the Ministry considering policies and making decisions so that he can present the publicity angle at the appropriate time for proper consideration and also plan the corresponding publicity policy and execution in advance and with a full knowledge of the background. A hastily improvised publicity programme which is rushed to the target area after the event or at the eleventh hour cannot make the desired impact. The publicity directives as well as material should reach the mission well in advance; otherwise there is every risk of the mission being caught unprepared. Forward planning and concerted action at headquarters are, therefore, of paramount importance.

194. The location of the X.P. Division in Hyderabad House, at some distance away from South Block where the Ministry proper is functioning, has inevitably led to a certain amount of lack of co-ordination. It is essential, in our opinion, to bring the Division closer. The reallocation of accommodation in the South Block should be speeded up and the X.P. Division should be among the first to be moved there, as soon as additional space is taken over by the External Affairs Ministry.

Regional orientation

195. Publicity must be oriented to the needs of each area or even country. Some aspects may be redundant or may have to be avoided in respect of a few; the same aspects may require to be specially emphasised in other areas. There is recognition of this in our External Publicity Division where work has been arranged regionwise; but it is our view that this arrangement has not gone far enough mainly because of lack of co-ordination between the information officer dealing with a particular area and the territorial Division in the Ministry dealing with the same area. There has been some failure of communication both ways and, more often than not, one has acted in ignorance of what the other is doing. We think that the information officer dealing with a particular area should work within the appropriate territorial Division. Such an arrangement will have a

number of advantages. Both the information officer and the territorial Division will see far more papers on the area than they see separately at present; the information officer will be constantly aware of the policy being pursued, and the steps being taken, in that area; inordinate delays, and risks to security, in the passing back and forth of papers between the territorial Division and the information officer responsible for publicity, but located elsewhere, will be eliminated; and publicity will be effectively co-ordinated with policy.

196. The only disadvantage of this proposed arrangement could be that over-all publicity co-ordination, which is more easily achieved in the present system by having all the information officers concentrated in the functional Division directly under one supervisory officer, will have to be attained by a process of co-ordination cutting across the territorial Divisions. We feel that this should present no insuperable problem; it should be possible to devise appropriate machinery for this purpose so that while the work of the information officers in the different territorial Divisions is co-ordinated by the External Publicity Division and they remain collectively responsible to that Division, they will still be identified individually with the territorial Division.

197. We need hardly add that region-wise orientation should cover the whole range of publicity through all media. We shall have more to say on this aspect when discussing individual media.

Briefing in Delhi

198. We have already noted that the function of briefing the press on behalf of the Ministry of External Affairs was taken over by the External Publicity Division from the Press Information Bureau in 1958. In recognition of the importance of adequate and efficient briefing the Joint Secretary appointed in charge of the Division in 1963 was also made the official spokesman. While this was a step in the right direction, it has been remarked that the present arrangements still leave much to be desired.

199. In our view, there is need for investing the present spokesman with greater authority and bringing him into closer association with all policy making organs in the field of foreign policy. He should have ready access to all important information and be in the full confidence of the Ministers and the Secretaries. If the spokesman is given greater discretion, both in the choice of news and in its presentation to correspondents, without having to fall back at every step on other officers of the Ministry for clearance or clarification, the correspondents will learn to rely on him and look to him as the principal source of information. Above all, the spokesman should not be burdened with other duties not connected with external publicity.

200. We believe that these improvements can be effected without necessarily enhancing the status of the spokesman. If the working arrangements in the Ministry are modified to enable the spokesman to be present at all important meetings where policy decisions are taken he will have fuller knowledge and a clearer grasp of all the circumstances leading to a decision and its implications. The reorganisation we have suggested elsewhere for ensuring policy coordination within the Ministry will also contribute towards this end.

201. The role played by the foreign media representatives including correspondents stationed in Delhi in reporting news abroad needs no special emphasis. Their influence is considerable, because they are sending out material, day after day, and moulding opinion in their respective countries and also internationally. Their briefing should, therefore, be regarded as a process of continuous guidance. It must be the duty of the Head of the Division also to see that they are accorded the necessary facilities so that they can live and work under satisfactory conditions.

202. Indian correspondents need equal, if not greater, attention. A friendly approach designed to establish mutual confidence and understanding is necessary. The world judges us by our own press and is influenced by what it says on matters of moment. It is important, therefore, to give our correspondents adequate news and guidance.

203. The spokesman should be able to find the time to meet correspondents—foreign or Indian—individually or in groups and to discuss foreign policy matters with them at length. He must also liaise with other senior officers in the Ministry and arrange for briefing in depth of specialists and commentators whose interest goes beyond news reporting into analysis. In fact, all contacts with Heads of territorial Divisions and others should preferably be arranged through the spokesman; both officers and correspondents should be discouraged from any tendency to go over the head of the spokesman.

Publicity units abroad

204. Before we analyse the work of the publicity units in relation to operations in the different media we make a few general observations about their functioning.

205. The need for close relationship between the Head of Mission and the Public Relations Officer or Information Officer has been mentioned earlier. The latter should be fully associated in the work of the Mission as a whole and kept continuously informed of developments in the political and commercial spheres. To the limited extent that this is not achieved now owing to lack of identification between them and the Foreign Service officers, the recommendations we make later in regard to personnel will, we hope, afford an early solution. The Mission's success in this field, however,

will depend ultimately on the attitude and interest of the Head of Mission himself. He should give publicity the same attention that he gives to other aspects of his work. And when we say publicity, we do not have in mind what is generally referred to as "personal publicity"—publicity for his own speeches and doings, not only locally, but more significantly, back in India. The tendency to over-do such publicity should be discouraged, because it diverts the time and energies of the publicity officers from more important functions.

206. Many of our information officers tend to get chairbound; while desk-work is important it is even more important for them to get out and about. Public relations is, in the last analysis, a matter of good private relations. An essential requisite is a knowledge of the local language. The information officer must be able to communicate with his contacts directly and not through an interpreter. In our opinion, the present position in this regard is unsatisfactory. Secondly, enough funds should be made available for touring; the budget allotment in most missions is totally inadequate for this purpose. Funds for entertaining high level press and media representatives should also be increased. We suggest that in addition to the representational grant sanctioned to the officer for normal contact making, a consolidated amount should be placed at the disposal of the Head of Mission for such special purposes. And thirdly, in the more important missions the information officer should invariably be given the help of a junior officer to relieve him of much of the office routine.

207. It was suggested to us that information officers who have done well should be retained for longer periods at their posts. In the previous chapter, we have already considered this as a general problem affecting all diplomatic officers and recommended a fairly flexible four-year term of duty. While this will be applicable to the generality of information posts, there may be a number of cases where an even longer tenure may be more useful provided, and this is essential, the officer in question is proving especially effective. In such cases, the normal tenure may be extended to five years and in exceptional cases even longer. Since a very great deal depends on the performance of the officer and his suitability for the environment in which he is placed, we are hesitant to suggest a precise rule except to say that in regard to information posts the flexibility in regard to the tenure of duty should be even greater than in respect of others.

208. While it is true that every mission, small or big, is expected to disseminate information and maintain public relations, the mounting of a more vigorous publicity effort requires the creation of a publicity wing with a separate information officer. We understand that pressing demands for the setting up of new publicity units abroad have had to be turned down for want of funds. We urge the adoption of a more positive approach and recommend an expansion of the network of publicity units abroad during

the next decade, according to a phased programme of priorities. This will involve the addition of about 20 new units.

News bulletins

209. The bulletins issued by the publicity units are based on daily news of interest received from headquarters by teleprinter in two transmissions, one in the morning and another in the afternoon. The missions are free to select from, add to or even re-write the material to suit local conditions and requirements. However owing to staff difficulties, much of the material finds its way into the news bulletins in the form in which it is received from headquarters. Therefore, it is extremely important that the material should be carefully chosen and sent out from headquarters in as finished a form as possible. The officers assigned to this work at headquarters should be sufficiently qualified and adequate in number to cope with this work.

Features and photographs

210. Features and photographs for use or distribution by the mission are sent by bag from Delhi. The subject-matter should be of current interest and the material offered should be of the highest quality and directly usable by the newspapers for whom it is intended without need for further processing or editing. Greater selectivity is also desirable; there is no point in sending the same material to all missions regardless of whether it will be usable or not in the country or area concerned. It is also imperative that all such material intended for special occasions, e.g., commemorative centenary of one of our national leaders, should reach the missions in good time. Instances of such material reaching after the due date have been reported to us. We would like to see more attention paid in future to all these aspects.

211. Speedy reproduction and circulation of material will be possible only if the X.P. Division as well as the units abroad are equipped with more modern facilities for transcription and mailing, such as electric typewriters, rotaprinters, photo-copying machines and addressographs. We would also emphasise the need for the publicity units to employ good local translators by offering adequate scales of pay.

Pamphlets and brochures

212. We have heard much comment on the indifferent quality, and delay in distribution, of our printed material. At the same time, a number of exceptions have also been cited to emphasise what might be achieved if the approach was more imaginative and dynamic. The persons in charge of the organs moulding public opinion are busy people and they are flooded with literature from a variety of sources. If our publicity is to make any impression in such a highly competitive world, it is necessary to ensure that

the literature we put out is as good as the best produced elsewhere, so that it can arrest the attention of the reader and tell him what we have to say succinctly.

213. Our discussions with the officers concerned in the Ministry of External Affairs has led us to believe that there is, in fact, sufficient awareness of these aspects and that the production unit of the X.P. Division is paying increasing attention to all of them. The pamphlets and brochures on subjects of interest to the Ministry of External Affairs or matters related to foreign policy produced by the Ministry of Information and Broadcasting are also prepared in close consultation with the Ministry of External Affairs and bearing in mind the requirements of external publicity. Every effort is made to secure the services of top class writers for the scripts. More attention is also being devoted to the lay out, get-up and presentation.

214. It was, however, pointed out to us that more impressive results cannot be achieved without additional resources. A good brochure, written well and attractively produced on good paper, costs very much more than what we are usually able or willing to spend. It may perhaps be possible for the Ministry to prune the number of publications and the number of copies produced and spend a little more on each of them in improving the quality. It is obvious, however, that there is a minimum limit set by the course of current events on the number of such publications, which it may be unwise to reduce. Therefore, the conclusion is inescapable that the Government should be prepared to spend very much more on printed publicity if we are to secure more impressive results.

215. This is even more true of the production of material for different areas in foreign languages. Printing facilities within India for this purpose are inadequate or unavailable. Good translators are also difficult to secure. Such material can be best produced abroad and the higher cost, in foreign exchange, must be accepted as inevitable.

216. *Suggested improvements.*—For convenience, we recapitulate the lines along which we think improvements should be made :

- (i) The production programme for the whole year should be prepared on a tentative basis so that budget resources are properly allocated; adjustments can always be made later to meet urgent and unforeseen needs. This will enable better planning of production and distribution and avoid hasty improvisation at the eleventh hour;
- (ii) More attention should be given to quality even if this means a reduction in quantitative output;

- (iii) the X.P. Division should maintain a panel of high class script writers on whose services it can draw as occasion demands and pay them well; services of good script writers in foreign languages should also be secured;
- (iv) production should be diversified and oriented to suit the needs of different areas; and
- (v) pamphlets in foreign languages should be produced at selected centres abroad where the best facilities are available.

Films

217. The documentary films shown through our publicity units abroad are produced in India primarily for domestic screening. Except for a few which have been dubbed in foreign languages* they have only an English commentary. Thus, while more than 800 titles have been supplied over the years to our missions abroad, a good number of them are unserviceable, either because they are too old and have lost their topical interest or because they are not quite suited for publicity abroad or in the area concerned; and the cross-section of the public which can be reached is also seriously limited by the fact that the commentary is mostly in English.

218. The production of films for external publicity is very different from that of films for internal use, which in this case means largely films connected with the implementation of Five Year Plans. The content as well as the method of presentation are different. The special requirements of the area for which the film is designed must also be borne in mind. The production schedule of the Films Division is so tight that there is unavoidable delay in the completion of the few titles making the annual quota of the Ministry of External Affairs. No special priority or attention can be given in these circumstances, to the specific needs of external publicity. Another handicap is the slow progress made so far in the production of good 16 mm. films in colour (our missions abroad are at present equipped only for handling 16 mm. films).

219. There is also difficulty in converting for use abroad films produced for internal distribution. Suggestions for the replacement of the original sound track by a separate commentary designed for foreign distribution or the preparation of a separate external publicity edition from out of the original footage shot for the domestic version have not been found workable. Dubbing commentaries in foreign languages also presents serious problems; the requisite foreign language talent is not readily available in the country. Dubbing abroad is the obvious answer but the cost involved has been a highly discouraging factor.

*41 In French, 33 in German, 19 in Arabic, 28 in Nepali and a few in other languages, but the prints for all of them are not readily available because of technical difficulties.

220. The local arrangements for screening of films and maintenance of the equipment are not always up to the mark. Film vans have been supplied only to eleven missions*. A professional operator is rarely sanctioned and the general practice is for one of the India-based or local staff to perform this work as an additional duty.

221. Needless to say, not even a beginning has been made in the production of film strips specially designed for the most important and fast growing medium of all, namely, television. It is our hope that with the impetus now being given to the expansion of television inside India, some attention will be given simultaneously to exploiting the potentialities of this medium for external publicity.

222. *Suggested improvements.*—The first essential is that documentaries and film strips designed exclusively for external publicity—global or regional—should be produced in accordance with a precise programme and coordinated requirements of all territorial Divisions. If the Films Division is unable to fulfil this entire programme, the services of non-departmental talent from the private sector and in exceptional cases even foreign technical assistance should be used to the extent necessary. All the films must carry commentaries in major languages, i.e., English, French, Spanish, Arabic and Russian and in the local language of a particular country or area as a special case. Secondly, the X.P. Division should bear the full cost of production of films produced for external publicity according to this programme. The number of titles produced will obviously be limited by the funds available but even with fewer films, if they are better produced and have appropriate commentaries, we can expect to achieve greater impact than hitherto. Thirdly, it may be desirable to have a self-contained External Publicity Unit of the Films Division set up in Delhi to achieve closer liaison with the X.P. Division. For the immediate future, a cell may be created in Bombay and a suitable officer from the X.P. Division deputed for a period of years to assist in an advisory capacity in the production of films for external publicity. And, lastly, the missions should be allowed more funds and facilities for better maintenance of their equipment and screening of films.

External Services of All India Radio

223. Since World War II, the radio has become the most powerful medium, available to a government for putting out information and views. Its use for our external publicity has, however, been neglected till now, notwithstanding an awakening of interest after 1962. The total budget of the External Services unit is small. The daily output compares poorly with

*These are in countries with a large resident Indian community; many of the vans, however, have become unserviceable and replacement has been delayed because of financial stringency.

that of countries similarly placed like ours. The total daily transmission in 1948-49 was 12 hours 50 minutes and by 1965-1966 it had increased to 25 hours 30 minutes. This increase has, however, been mainly in broadcasts in Indian languages to which approximately a quarter of the time is now devoted. Another quarter of the time is devoted to English and the balance spread over 13 foreign languages. The Chinese service has been reduced to 45 minutes from 1 hour and 45 minutes. There is only a 30 minutes programme in Swahili for the whole of Africa. The service in Arabic is also confined to one transmission lasting one and a half hours.

224. The reasons for this neglect have been a general lack of appreciation of the usefulness of this medium for furthering our foreign policy objectives and inability, arising out of a variety of circumstances, to exploit it in an effective manner. Without powerful transmitters, the range of operation has been small and poor reception abroad has seriously limited the impact. The shift in emphasis to home broadcasts and the automatic extension of programme policies applicable to the home services to external broadcasts have been additional contributory factors for its decline. The news bulletins are not specialised and are only minor variations of the home bulletins. The preparation of political commentaries is not well-organised. There is a preponderance of cultural items. The rapid Indianisation of staff without a parallel programme for training them in foreign languages has aggravated these deficiencies.

225. Even within limited resources better results can be achieved if the pattern of the services is carefully designed to meet the growing and changing requirements of our foreign policy. More attention should be paid to priorities as between different languages and areas. The content of the programme—talks, commentaries and cultural items—should not be omnibus in character but oriented to the needs of each area. All these involve very close co-ordination between the Ministry of External Affairs and All India Radio.

226. The performance of this branch of All India Radio has been analysed exhaustively by the Committee on Broadcasting and Information Media. We are in complete agreement with the findings of that Committee and would strongly endorse their recommendations that the Ministry of External Affairs should be responsible for:

- (i) Deciding what services should be broadcast, to which target area and for what duration;
- (ii) Over-all direction of the content of the services with regard to the proportion of different types of items to be broadcast in each service;
- (iii) Preparation of scripts of political commentaries for broadcast;
- (iv) Allocating finances for the external services from their own budget.

227. The appointment on deputation to All India. Radio of a suitable Foreign Service officer to take charge of the direction of external services will, we feel sure, encourage greater daily contact and co-ordination with the Head of the External Publicity Division. We are glad to note that the Committee on Broadcasting and Information Media has also suggested such a possibility.

Publicity Agencies

228. In certain circumstances and for promoting publicity connected with specific projects or themes, the use of the services of professional publicity agencies in some of the advanced countries can be very effective in support of the publicity channelled through our own information units. The cost of hiring the services of such agencies may be high. But we feel that the Government should not hesitate to adopt such additional measures when the circumstances demand them and when the advantage to be gained justifies the extra cost.

Libraries

229. The condition of the libraries attached to many of our information units has come in for much adverse criticism. They are expected to serve as reference libraries for the local public and the mission itself; they are also expected to loan out books to members of the public. We note that these purposes are not fully achieved because the accommodation in many cases is inadequate and the books cannot be displayed in an easily accessible form. No proper record of books loaned out is kept and their return is not carefully watched or controlled. Except in one or two large missions there are no professionally trained librarians.

230. In our view, there is not much point in sending out parcels of books and periodicals, if they cannot be catalogued properly owing to shortage of staff, or put out on shelves, for lack of space. The despatch of material should be regulated according to the requirements of each mission and its capacity to handle it. Fully trained librarians—India-based or local—must be sanctioned wherever the need for one is clearly established.

231. At the same time, we have noticed a tendency to magnify the staff difficulties out of proportion. The library of the average small mission is too small to justify the appointment of a full-time librarian. The maintenance of the books must, in such circumstances, be necessarily entrusted to a local clerk under the supervision of an India-based officer. The clerk can be given some training locally in library work, if he does not already have the experience required. These basic arrangements should not be too difficult to make within the resources now available and the loan and return of books could be better regulated than at present.

Personnel

232. Publicity abroad is conducted within the general frame-work provided by diplomacy and consequently information work is not separable, though distinguishable, from political work. The information officer who does not have his finger on the pulse of developments governing the totality of relations with the country in which he is operating will be unable to adapt publicity to the changing requirements of each situation. Therefore, while he should be professionally competent and versatile in the use of all the techniques of publicity in the various media and have the personality and qualities required for making friends and developing relations, it is even more necessary that he should have a clear understanding of foreign policy and the intricacies of its implementation and adequate experience of diplomacy. For this reason, we are persuaded that information work abroad can best be done by members of a unified Foreign Service.

233. It may, however, be necessary and desirable at times to fill a particular post of importance with a professional expert with special qualifications drawn from outside the Service. We presume that such exceptional appointments will be made by the Government in relation to actual needs and the availability of a suitable person.

234. We have mentioned that recruitment of information officers on contract was stopped in 1959 following the decision to bring information work within the ambit of Foreign Service duties. The future of the officers recruited before 1959 presents a major problem. There are at present over 50 of them holding posts in three different grades—Public Relations Officer, Information Officer and Assistant Information Officer. It is true that they were recruited not to the IFS but only to Information posts for performing a specific function. Yet, it is equally indisputable that this function is an integral part of the work of the Foreign Service. The indefinite continuance of these officers in a separate group, when they have been engaged for many years in an important branch of Foreign Service work, is not desirable. A lack of identification with the mainstream of the Indian Foreign Service, discontent with their prospects of advancement and grievances over differential treatment could all combine to impair their efficiency.

235. We feel, therefore, that an immediate solution to this problem should be found and accordingly recommend that all officers holding the posts of Information Officer and Public Relations Officer should be carefully screened by the Foreign Service Board in consultation with the Union Public Service Commission and as many as are found suitable for the I.F.S. taken into it straightway. Those not found fit for the IFS and the officers holding the posts of A.I.O. may be given the option to be absorbed into the appropriate grades of IFS(B) or to continue in their present posts and on present terms until they retire. For every officer taken into the IFS or

IFS(B) a new post should be created in the respective cadres and the post vacated on the Information side abolished. The Committee presumes that while absorbing the officers into the IFS or IFS(B) the Government will give them full benefit for the length of service already rendered by them as Information Officer and P.R.O. in the fixing of their seniority, without limiting it to a maximum of eight years as now provided in the Rules. A corresponding adjustment in the seniority of Information Officers already promoted to the IFS will also be necessary.

Conclusion

236. We have every reason to hope that with the easing of the personnel problem and the implementation of the other improvements we have suggested in the earlier paragraphs, our external publicity will become more purposeful and effective. It must be recognised however that while money is far from being the only answer to the many problems which beset us, it is nevertheless the key to most of them and that more efficient and effective performance in publicity cannot be attained without more expenditure.

CHAPTER VI

RECRUITMENT

General Survey

237. In this chapter we consider recruitment to the Indian Foreign Service. Matters relating to the IFS(B), including recruitment to it, are dealt with separately in a later chapter.

238. Regular annual recruitment to the IFS, since its constitution, has been through the combined competitive examination held by the Union Public Service Commission for the IAS and IFS. During the period from 1948 to 1965 a total of 172 officers were recruited by this method. Of these, 13 were women and 19 belonged to the Scheduled Castes and Tribes. The intake was small in the early years, averaged around 10 during the middle period and has increased still further during the last few years.

239. The wastage from among these 172 officers has been 11 over 18 years—four deaths, six resignations (four women) and one dismissal. The resignations occurred relatively early in service.

240. The examination held by the Commission is an all-India one, at which graduates from recognised universities in all parts of the country between the ages of 21 and 24 are eligible to appear, and the centres of examination are spread widely enough to be accessible to intending competitors from even remote areas. The selection obtained over the years through this examination may, therefore, be considered as fair and representative of the capacities and preferences of candidates coming from different States and Universities and different layers of society. (Fuller details can be found in Tables I to V appended to the Report).

Attractiveness of Government Services

241. Before making an analysis of the quality of the recruits to the IFS to determine whether standards have been maintained over the last eighteen years, we were interested to have an over-all picture of the relative position of the higher Government Services in India, including the IFS, *vis-a-vis* the private sector and other professions in attracting a fair share of the best talent available among the youth of the country.

242. Studies made in the Ministry of Home Affairs show a perceptible fall in the number of candidates taking the IAS and other examinations and in the proportion of first-class graduates appearing for the examinations out of the total numbers passing out of the universities. From the statement below, it will be seen that the number of eligible graduates turned out each year has been rising very sharply. The percentage increase in the number of candidates appearing for the examinations has, however, been far less and after 1959 there has, in fact, been a steady fall even in absolute numbers—a trend arrested perhaps temporarily, only in 1965. The percentage of eligible graduates taking the examinations has declined from 5.74% in 1956 to 2.19% in 1964.

| Year | Number of candidates who took the examination | Number of graduates passing out in the particular year |
|----------------|---|--|
| 1947 | 1,992 (9.14%) | 21,789 |
| 1956 | 5,015 (5.74%) | 87,384 |
| 1957 | 5,245 (5.16%) | 1,01,530 |
| 1958 | 6,327 (5.70%) | 1,10,908 |
| 1959 | 6,572 (5.40%) | 1,21,623 |
| 1960 | 5,873 (4.54%) | 1,29,388 |
| 1961 | 5,659 (3.93%) | 1,43,840 |
| 1962 | 5,391 (3.21%) | 1,67,831 |
| 1963 | 4,282 (2.34%) | 1,82,747 |
| 1964 | 4,005 (2.19%) | 1,82,741 |
| 1965 | 4,501 .. | Figures not yet available. |

243. A similar trend is noticed in regard to first-class graduates/post graduates appearing at the examinations. The Second Pay Commission had pointed out that the ratio had fallen from 1 in 3 in the years 1950-52, to 1 in 4 in 1953-55 and to 1 in 5 in 1956; but as the number of graduates obtaining first classes had increased progressively during the period from 1475 in 1950 to 3451 in 1956—the absolute numbers of candidates with first classes remained high.

244. It will be seen from the figures given below that the ratio has since deteriorated to 1 in 20.4 by 1964.

| Year | Number of graduates who secured 1st Class | Number of 1 Class graduates/post-graduates who took the IAS etc. Exam.* | Proportion of col. 3 to 2 | No. of vacancies in IAS, IFS & Central Class I Services | Proportion of col. 5 to col. 3 |
|-------------------|---|---|---------------------------|---|--------------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1959 | 6434 | 818 | 1 : 7.8 | 213 | 1 : 3.8 |
| 1960 | 7370 | 749 | 1 : 9.8 | 274 | 1 : 2.7 |
| 1961 | 7526 | 712 | 1 : 10.5 | 314 | 1 : 2.3 |
| 1962 | 8594 | 630 | 1 : 13.6 | 313 | 1 : 2.01 |
| 1963 | 6491 | 480 | 1 : 13.5 | 322 | 1 : 1.5 |
| 1964 | 9333 | 457 | 1 : 20.4 | 367 | 1 : 1.3 |
| 1959—64 | 45748 | 3846 | 1 : 11.89 | 1803 | 1 : 2.13 |

*The first classes relate to the final degree taken by a candidate and not in all cases the first degree, which was the criterion adopted for the study considered by the Pay Commission.

It is significant that this decline has occurred notwithstanding the very substantial increase in the total number of vacancies offered for competitive recruitment. The ratio of first-class graduates/post-graduates taking the examinations to the number of vacancies available has fallen from 3.8 to 1 in 1959 to 1.3 to 1 by 1964 which is very much lower than the norm of three first-class candidates for every vacancy noted by the Second Pay Commission.

245. The trends indicated above would point to the conclusion that today the higher Services under the Government are not as attractive to the brighter youth seeking employment as they were in the past. This is a natural development resulting from the advance of the country into the modern industrial and technological era.

Analysis of quality of recruits to the IFS secured through competitive examinations

246. A straight comparison of the ranks obtained by candidates who stood highest and lowest each year will obviously be misleading. The num-

ber recruited to the IAS and IFS has increased steadily over the years rendering inevitable a larger intake of candidates with lower ranks. Even so, it is worth noting (Table VI) that the IFS has secured nearly three-fourths of its total requirements (excluding the Scheduled Castes & Tribes candidates who are recruited against reserved vacancies) from within the first 30 ranks and the rest from within the next 20, except for three from even further below. The lowest rank on record is 75 in 1960. There has been variation from year to year, but no clear trend, upward or downward, can be established.

247. A more meaningful enquiry would be to ascertain whether the IFS has secured a fair share of the candidates in the higher ranks every year and whether there has been any rise or fall in this share. Taking the ratio of recruitment to the IFS to total recruitment into both the IAS and IFS as representing a fair share and comparing the actual performance, it is seen (Table VII) that among the first ten ranks the IFS has generally done more than well, except in two years; among the first twenty, the IFS has secured almost throughout nearly double its share and in some years, even more.

248. A little over half the number of recruits have secured second classes in their final university degree examinations (Table VIII). Third classes have been very few—only 6 out of a total of 153. The proportion of first classes has fluctuated; but there has been a slight decline in the last two years with the increase in intake.

249. An analysis of the marks obtained by candidates recruited to the IFS from 1947 to 1964 can also be made to determine whether there has been any fall in calibre independently determined, other than by ranks and prior performance at the university (Tables IX, X and XI). The aggregate marks (Written and Personality Test) obtained by the top-most recruit have always been above 60 per cent; in 1947 it was above 70 per cent and in some years above 65 per cent. The marks obtained by the last general candidate also show fluctuation, but the level has always remained above 50 per cent except for one candidate in the year 1954 who scored a little less. The maintenance of the level above 50 per cent in the context of the considerable increase in total recruitment is significant.

250. It would appear, therefore, that notwithstanding the fall in the number of first class graduates appearing for the examination which was earlier discussed and the progressive increase in the number recruited the quality of the successful candidates as revealed by their performance in the examination is being maintained.

251. The general pattern of promotion has been as follows:

Senior Scale

.. The 1948—51 batches were promoted after six to seven years' service and subsequent batches after five years"

service. From 1964, however, promotions to the senior scale have been made after four years' service. Till 1964, promotion to the rank of First Secretary coincided with promotion to the senior scale; since then, this rank is being conferred only after three more years' service in the senior scale as Second Secretary.

Deputy Secretary (at headquarters) After 9 years' service, as for IAS officers on deputation at the Centre.

Grade V .. After 14-15 years' service.
(Counsellors abroad or Directors at headquarters).

252. On account of their comparative youth in service, these officers recruited through the examination have so far filled only junior and middle level posts, barring a few who have served as Head of Mission abroad or Directors at headquarters. As far as we have been able to ascertain from their service record and from the general impression created outside, their performance has been good and those who have had the opportunity to work in difficult assignments have acquitted themselves creditably. Almost all persons consulted by us have emphasised the generally high quality of these officers and confirmed our own conviction that the present method of recruitment is best suited for securing the right type of officer material for the Foreign Service.

Scheduled Castes and Tribes

253. According to the regulations now in force, 12½% of the vacancies are reserved for Scheduled Castes and 5% for Scheduled Tribes. Till 1961, owing to the non-availability of suitable candidates the Commission had recommended very few such candidates and consequently only two Scheduled Caste candidates were appointed to the IFS; one Scheduled Tribe Candidate entered the Service by obtaining a high rank in the general merit list. From 1962, 16 were recruited in four years. The reason for this substantial increase is that with the growth of educational opportunities for these communities there has been a sharp rise in the total number of graduates and with it in the number appearing at, and qualifying in, the examinations. The Union Public Service Commission has noted with satisfaction the progressive and rapid improvement in performance in the examination of the Scheduled Castes and Tribes candidates over the last few years.

Proposal for recruitment to IFS through IAS

254. An alternative method of recruitment has been proposed by some responsible sections of official opinion. Advocates of this method are influenced in their view by two basic considerations. In the first place, they

believe that young men, fresh from the University, however brilliant and intellectually gifted, have insufficient knowledge of internal conditions in India, and, if they are to be true and effective representatives of India abroad, must previously have had some years of district experience in the country. Secondly, in their judgement, the posts held by IFS officers in their early years of service provide little opportunity in sharp contrast to those available to their counterparts in the IAS for the development of powers of observation, the habit of hard, sustained and orderly work, and the ability to accept responsibility and take decisions. They conclude therefore that the best arrangement for the future would be to recruit an increased number of candidates to the IAS each year to permit of the transfer at a later period of the requisite number of officers to the IFS annually. Selection from the IAS might be made from among officers in the fourth or fifth year of service, due regard being paid to personality and presence, aptitude for dealing with people, and to linguistic capacity. Those selected should be seconded to the Foreign Service initially for a period up to two years. At the end of that period, any found unfitted for the Service or wishing to leave it, would return to their parent Service, and those remaining will be inducted permanently into the Foreign Service.

255. This system of recruitment to the Foreign Service may seem attractive from an important, though limited, point of view. We are not convinced, however, that district experience as an IAS officer should be regarded as a necessary preparation for the future diplomatist. A knowledge of the varied facets of Indian life, and particularly in the rural sector, and a genuine and understanding sympathy with the general community, are of course of prime importance, but these could be acquired in other ways, which we describe in the chapter on Training. On the other hand, the specialised experience which an IAS officer acquires as a Joint Magistrate or Sub-Collector, would be of little benefit to the diplomatist, who would find it more valuable to employ that assimilative period of his life in the pursuit of professional studies of direct relevance to the practice of diplomacy and in serving his initial years, as do members of other Foreign Services, in a foreign country.

256. The suggestion that the junior levels of the Foreign Service do not provide enough opportunity for the full development of essential faculties is not well founded. There may well have occurred cases of defective training of officers with all that it implies for the individuals concerned. From this, however, it by no means follows that the Service does not provide within itself, as do other similar Services, facilities for its junior members for the acquisition of the expertise and qualities appropriate to its needs. The junior posts of the Service do in fact provide facilities for the cultivation of the requisite skills and talents; and, given the guidance of an experienced Head of Mission, no young officer need fail to get full opportunities for

professional development. If the experience of other Foreign Services and of our own is any guide, all the varied attributes a diplomatist should possess are best developed by actual personal involvement in the life which his profession has planned for him.

257. We have examined the assumptions underlying the proposal placed before us. We now turn to certain practical aspects of the proposal which merit consideration. An IAS officer of four or five years' service, for all his experience of district conditions, would still require preparatory training before he could become a useful member of the Foreign Service. This would be not only professional training but language training as well, for it would not be legitimate to assume that an IAS officer already possessing a good knowledge of a foreign language would necessarily be the best choice for the Foreign Service; an officer of superior quality and potential with no language proficiency at all might well prove the better man. The total period of training could nevertheless conceivably be shortened, but the position would still be that an IAS officer inducted into the Foreign Service in this manner would then be approaching his thirtieth year. This would put him at a disadvantage in two respects. First, he might find it more difficult than if he were five years younger to free himself from set habits and adapt himself to life in a foreign environment, and equally to master a foreign language. Secondly, he would miss the opportunity of gaining ground-level experience such as that provided by posts of Third Secretary and Vice Consul in the Foreign Service. These handicaps would not matter much if only a few individuals were involved, but if *all* members of a Service were to start with these handicaps, that should be a matter for serious concern.

258. Recruitment to our major Services is by direct entry through an open competitive examination. Selection is made on the results of the examination, and those selected pass directly under the control and discipline of the Ministry concerned. This seems to us the best method of maintaining and nourishing a Service. Young men are selected at the appropriate minimum age and are put through the discipline of a common training course. This helps each Service to develop its own personality, its own traditions, and its own "professional code", all of which represent the best in the collective life and work of the members of a Service. The opportunities required for the attainment of this purpose are given to all other Services of the Government of India and should be equally available to the Foreign Service which is so subject to national and international appraisal.

259. We have thought it necessary to discuss this issue at such length because of the importance rightly attaching to it. We have fully weighed the opposing considerations to be taken into account, and are clear that no change need be made in the existing system of recruitment to the Service.

Recruitment of Women

260. The statement below gives details of the number of women recruited to the IFS and IAS between the years 1948 and 1965:

| Year | No. of women appointed to IFS | Total No. appointed to IFS | No. of women appointed to IAS | Total No. appointed to IAS |
|-------|-------------------------------|----------------------------|-------------------------------|----------------------------|
| 1 | 2 | 3 | 4 | 5 |
| 1948 | .. | 6 | .. | 33 |
| 1949 | 1 | 4 | .. | 33 |
| 1950 | .. | 3 | .. | 35 |
| 1951 | .. | 4 | 1 | 29 |
| 1952 | .. | 5 | 1 | 38 |
| 1953 | .. | 7 | 3 | 32 |
| 1954 | 1 | 4 | 1 | 42 |
| 1955 | 1 | 8 | 2 | 49 |
| 1956 | .. | 11 | 2 | 57 |
| 1957 | .. | 10 | 2 | 77 |
| 1958 | 2 | 10 | 3 | 64 |
| 1959 | 1 | 10 | .. | 54 |
| 1960 | .. | 9 | 4 | 73 |
| 1961 | .. | 10 | 1 | 87 |
| 1962 | .. | 15 | 1 | 99 |
| 1963 | 1 | 16 | 4 | 90 |
| 1964 | 3 | 19 | 7 | 115 |
| 1965 | 3 | 21 | 8 | 130 |
| Total | 13 | 172 | 40 | 1137 |

The proportion of women appointed to the IFS is higher—one out of every 13 against one out of every 28 to the IAS. The annual intake of women into both Services has increased during the last two years.

261. The Government has the discretion of not appointing a married woman to the IFS and of requiring a married woman officer to resign from the Service at any time, if satisfied that her family and domestic commit-

ments are likely to come in the way of the efficient discharge of her duties as a member of the Service. These two restrictions (similar to those applicable to the IAS and other Services) place women at some disadvantage as compared to men; but, they have been regarded as reasonable and not amounting to discrimination within the meaning of the provisions of the Constitution conferring fundamental rights on citizens.

262. Wastage among women officers of IFS has been much higher than in the IAS. Three out of the seven who entered the IFS between 1948 and 1963 resigned within five years. The resignations were consequent on marriage. Of the remaining four, two are married. On the other hand, only one out of the twenty five women appointed to the IAS during the same period has resigned; of the remaining twenty four, as many as fifteen are married. Among the six who joined the IFS during 1963—65 one has resigned on marriage; of the remaining five two are married.

263. It is evident that marriage is the main reason for the high rate of loss. (It is interesting to note that of the five women earlier appointed to the IFS by special recruitment, three resigned within varying periods after marriage, one served till retirement and one is married and still in service.) Service within India does not cause the same rate of loss. Postings near to the husband's place of work can be more easily arranged and even transfers from one State cadre to another have been made for the convenience of some. Conditions of service are different and more difficult in the Foreign Service. Opportunities for appointments within India are strictly limited, and, while abroad, the employment of the husband with any other employer within the country where the officer is serving is not possible, because the Conduct Rules preclude the spouse of a diplomatic officer (of either sex) from accepting remunerative employment in the same country. Even when the officer is married to another officer in the IFS or a home service, postings to the same station abroad or even adjoining stations are not easy to arrange. It is, therefore, not surprising that many married women officers prefer, after some years of trial, to give up their careers.

264. We have given thought to this problem. In our opinion, it would be desirable to make some arrangement by which the experience of a woman officer, particularly one who has completed prolonged and rather expensive training, does not become entirely lost to the Government. We accordingly propose that in such cases an effort should be made to transfer the officer to the IAS, the IFS taking in exchange a suitable officer of equivalent seniority. Since the number involved is not likely to be more than one or, at the most, two in any year this arrangement should not be difficult to work. In order that officers so transferred may not be too old or too senior to adapt themselves to their new surroundings and work, we would restrict the exchange scheme to officers with a maximum service of ten years. The loss, to the extent it occurs, of women officers with longer

service resigning from the IFS must be accepted as inevitable. Some may marry IFS officers and continue to play a useful representational role with their husbands in diplomatic assignments. Others may go into other walks of life and their subsequent contribution to national life—whatever be the sphere—may be all the more for the experience gained in the Diplomatic Service.

Inclusion of special subjects

265. The examination held by the UPSC includes three compulsory subjects (Essay, General English and General Knowledge) each carrying 150 marks, any three out of 24 optional subjects, each carrying 200 marks, two additional subjects out of 15, each carrying 200 marks, and a Personality Test carrying 400 marks. If we analyse the subjects offered by the candidates appearing for the examination over the last few years, we find that among the optional subjects, apart from the preponderance of the Humanities, subjects like International Law, Political Science and World History are offered by a substantial number. Among the additional subjects (for the IFS & IAS candidates only), an overwhelming majority appear to choose papers in History, Politics and Economics. (Details are given in Table XII).

266. A proposal which has found some support in responsible quarters is to make subjects like International Law, International Organisations & Relations and Diplomacy and a knowledge of one or more foreign languages compulsory for entry into the IFS. Some Foreign Services rely largely on candidates who have graduated or specialised in these subjects, in the belief that the latter are basic for success in a diplomatic career. Others believe, as we do, in trying to secure the right officer potential. We lay emphasis not in seeking men who have specialised in one line or another but rather those who have the requisite intellectual ability, breadth of mind and mental discipline. Professional training—including a thorough grounding in these subjects—assumes greater importance with this method of recruitment.

267. We believe that the philosophy underlying our present method of recruitment is essentially sound and would not like to see it modified so as to confine the field of choice to such candidates only as have acquired proficiency in these particular subjects. Besides, modern diplomacy is complex and there is room in it for men with diverse backgrounds. A good candidate who has read, say, Science in the University and who might prove an asset to the Service, should not be discouraged from competing. It is true that such a candidate could learn these subjects for purposes of the examination and qualify; but he would certainly be placed at a serious disadvantage—and this is something which we would not like to see happen. For these reasons we are not in favour of making any of these subjects compulsory.

268. Nevertheless, we are sensible of the fact that facilities for studies in these disciplines which are of particular interest to the Foreign Service have expanded in the country and that it would be beneficial for the Service to draw into its fold a larger number of men qualified in them. We are glad, therefore, to learn that the Government has decided, in consultation with the Union Public Service Commission, to add the subject "International Organisations and Relations" to the list of optional subjects. International Law is already included among the optional subjects but we would recommend that an advanced paper on this subject should be included among the additional subjects.

269. In respect of languages, the trend elsewhere has been to abandon the earlier insistence on prior knowledge of foreign languages. The view widely held in India, which we share, is that such knowledge should not be a prerequisite for entry. If it were, the field of selection would be restricted and good candidates who have not had the facilities for learning foreign languages would be unfairly excluded. It would be better therefore to select men otherwise suitable for the Service and give them language training. Besides, a choice of seven modern foreign languages is already available in the list of optional subjects and candidates for the IFS are allowed the additional facility of offering two of them. We believe, therefore, that no further emphasis on languages is necessary.

Personality Test

270. Minimum qualifying marks in the Personality Test were for many years a precondition for success in the examination. This resulted in serious anomalies e.g. a candidate with very high marks in the written papers failing totally in the Personality Test and hence in the examination. After protracted debate, therefore, the minimum was abolished in 1957 in respect of all Services including the IFS. Criticism was, nevertheless, not altogether silenced; it was still argued that the marks allotted for this part of the examination were disproportionately high (400 out of 1850) and tended to operate against talented candidates who might not be good at interviews. The proposal for a reduction in the weightage given to the Personality Test was also eventually accepted and from the 1964 examination, the marks were reduced to 300 for the IAS.

271. The Ministry of External Affairs has, however, always held that the Personality Test is of particular value for selection to the IFS. Therefore, in consultation with the Commission the marks for the Personality Test for the IFS have been retained at 400.

272. We have found general agreement that an assessment of personality should continue to occupy an important place in the scheme of selection for the Foreign Service. Therefore, we endorse the retention of the marks for the Personality Test at 400. We would also suggest the continuance of the practice of associating with the Board a representative of the Ministry of

External Affairs who will know the current needs of the Service and be of assistance in identifying the talents required.

273. We are unable to support the proposal made by some for the revival of the qualifying minimum. A pass in the Personality Test can be made compulsory only when we have perfected our methods of testing. In our view, a fair balance has now been achieved between the Personality Test and the Written Test which enables the selection of good all-rounders. The withdrawal of the qualifying minimum, contrary to the belief of its supporters, has not resulted in an increase of recruits who have failed to do well in the Personality Test. Since 1957, when the qualifying minimum was abolished, only three out of a total of 110 recruits appointed to the IFS secured less than 35% in that Test.

Cadre requirements during 1966—76

274. In our view, the present cadre position of the Foreign Service is far from satisfactory. The periodical fixation of the permanent strength of the cadre appears to have been limited to an exercise in converting temporary into permanent posts. Even in this the approach has been conservative and the permanent strength has generally been pitched at a level lower than would have been justified by a forward-looking appraisal. The only time when a somewhat long term projection of cadre needs was attempted was in 1957 but, unfortunately, this was not followed up. The numbers taken in the earlier years have been found to be inadequate in the light of the subsequent expansion of the Ministry's activities. As a result there was a chronic shortage of senior scale officers. The stepping up of recruitment after 1962 was rather sudden and again not related to a precise estimation of future needs. The intake for 1966 has, therefore, had to be sharply reduced to ten from 21 in 1965.

275. We are concerned to learn that, as a consequence of the smallness of the cadre, in a number of our missions the Head of Mission has only one IFS officer to assist him and in many cases not even that. We have urged in an earlier chapter the desirability of extending the officer-oriented pattern of work at headquarters to all the Divisions in the Ministry of External Affairs. We believe that the need for a reorganisation of the staffing structure is equally important in missions abroad. As against a total of 278 officers in the IFS today there are nearly 2400 in the IFS(B) including clerical and stenographer's grades. Such a bottom heavy structure is inappropriate for the needs of a modern and efficient Foreign Service. In our view, an expansion of the IFS cadre and a reduction in the lower grades of IFS(B) should be achieved in a phased manner in order to obtain a more balanced ratio.

276. In making a projection for the period 1966-76 the following factors should be taken into account. In the first place, with the attainment of independence by more countries in Africa and elsewhere and the

strengthening of our relations with a number of countries where we are now maintaining non-resident Missions, some extension of our diplomatic representation abroad will clearly be necessary. Secondly, the increase in our commitments following from our greater involvement in international affairs should be taken into account. More especially the intensification of our commercial and publicity effort recommended in earlier chapters will necessitate the opening of more offices and the strengthening of existing offices abroad. Thirdly, the increase in officer strength, consequent upon the adoption of the broad plan of reorganisation at headquarters suggested in this report, should be provided for. The reorganisation in work-methods and staffing patterns both at headquarters and abroad recommended by us will also entail an increase in the number of officers, balanced by a reduction in staff. And lastly, provision should be made for the creation of an equivalent number of posts to accommodate the officers of the Information Service selected for absorption into the IFS through special screening.

277. In our best judgment, taking all these factors into account, an expansion in the cadre from its present strength to about 550 over the next ten years would appear to be necessary, if the Foreign Service is to cope effectively with the country's expanding commitments abroad and the demands which these will impose on it. The Ministry of External Affairs will no doubt make an annual assessment of its needs and also undertake regular triennial reviews of the cadre beginning from 1963, by which time it is hoped that the economic situation of the country and the resources position of the Government will have improved. The periodical fixing of the actual strength can be made after these detailed reviews in the light of the conditions and circumstances then prevailing.

278. Elsewhere, we have recommended an increase in the promotion quota in the IFS for IFS(B) from the present 10% to 15%. Making allowance for this increase in the promoted element and provision for a limited amount of over-age entry which we consider in the following paragraphs, the cadre expansion we envisage would require an annual recruitment through the competitive examination of 15 during the first three years and 20 to 25 thereafter. The analysis earlier made of the calibre of recruits has shown that this number can be easily secured through the examination without any fear of dilution of standards.

Over-age entry

279. It has been suggested to us that as diplomatic work is becoming complex and variegated in the world of today, provision should exist for the induction into the Service, through over-age entry, of a limited number of men with specialised knowledge and experience from outside. Outstanding men with potentiality for diplomatic work can be chosen from a wide field including officers of the IAS and other Services, members of the

Law or who have specialised in regional problems or country and area studies, persons with superior managerial ability in industry and commerce and journalists and others with public relations experience. The quota for such over-age entry has to be so fixed that the career prospects of the direct recruits already in service are not adversely affected.

280. The countries where a regular system of over-age entry in addition to direct recruitment at bottom level is in vogue have diplomatic services several times larger than ours. Such large cadres are difficult to sustain through entry at one point only, because an adequate number of candidates of suitable standards may not be available and the net may have to be cast wider and at different stages. Thus, over-age entry serves a double purpose—toning up of quality and also filling the gap in numbers. The Indian Foreign Service, on the other hand, has had a small cadre, and apparently no pressing need to resort to over-age recruitment has hitherto been felt because a sufficient number of candidates of high calibre had always been available through the competitive examination. With the expansion in the cadre that we have proposed, however, there would be room for such recruitment in the future.

281. We have no doubt in our minds that the Foreign Service must be fed primarily by recruitment of young men at the ground level as at present. Recruits drawn from the examination should form the predominant element in the Service. We think, however, that there is at the same time definite scope for introducing a leaven of able and mature men with special qualifications and experience with a view to strengthening the Service. A properly run system of over-age entry can, in our opinion, bring to the Service a welcome and valuable accretion of new talent. We accordingly propose that from 1968, after the first triennial cadre review and expansion have been completed, two to three candidates per annum on an average may be taken through over-age entry in addition to the number directly recruited through the competitive examination. In making this proposal we have taken into account the present smallness of the cadre and the recent decision of the Government to set aside 20 per cent of the posts available for direct recruitment through the examination during the next five years for war service candidates who will be in a higher age group than the other regular competitors.

282. Persons who have attained the age of 28 but not yet attained 35 may be considered eligible for such over-age entry. The qualifications prescribed should be such as to limit the choice to persons of high calibre and competence and at the same time to bring within the field of selection a reasonable number of candidates from among whom a selection can appropriately be made. The task of selection should be entrusted to a Board consisting of a Member of the Union Public Service Commission and two representatives of the Ministry of External Affairs. We do not consider

a written examination appropriate and propose instead a selection based on a careful assessment of the qualifications and past record of the candidate and a prolonged Personality Test to judge his potentialities for making a good diplomatist. No candidate should be allowed more than two chances. Those selected will be brought on to the Senior Scale of the Service and given appropriate seniority in accordance with the established formula used by the Home Ministry. Considering that they will be older and more experienced men, their training after entry into the Service need not last more than a year.

Temporary borrowing of talent

283. The Foreign Service, as we conceive it, will be trained to cope with all normal Foreign Service work. Therefore, the occasion to borrow talent from outside to meet a special need should rarely arise.

284. There could, however, be some scope for the borrowing of officers from the IAS and other Services to meet increasing requirements at the middle level of First Secretary until the IFS cadre has expanded sufficiently to be able to man all posts. The Ministry of External Affairs can assess its needs from time to time and resort to such borrowing as and when the need for it has been clearly established. A panel of officers with adequate secretariat experience, preferably in the economic and commercial Ministries of the Government of India, and who are considered suitable for serving in a diplomatic capacity abroad may be prepared in consultation with the Ministry of Home Affairs and selections made from it to meet requirements as and when they arise. The deputation will be normally restricted to one tenure.

Manning of Special Posts

285. Apart from political, economic and commercial and information work which form part of the regular functions of the Foreign Service, there is, in some of our missions abroad, work of a specialised character which is easily distinguishable from the normal range of work of the Foreign Service. The performance of such work requires knowledge and experience of a particular kind which the Foreign Service is normally not expected to possess or which the Government rightly regards unnecessary to develop within the Service, because of the smallness or occasional nature of the demand for it. Officers from the concerned Departments of the Government or Services are, therefore, drawn for doing it (e.g., Education Officers, Labour Advisers, Officers of the Purchase Missions, Railway and Scientific Advisers etc.). We recognise that as the range of our relations with the rest of the world develops, there may be greater need for such technical talent drawn from other Services and Departments of the Government. For example, Labour Advisers may be needed in a few mis-

sions in the future or a Scientific Adviser to our delegation to the Disarmament Conference. The creation of these posts should, however, follow after full consultation with the Ministry of External Affairs and the identification of a clear need. If the work involved is small and infrequent, the appointment of a full-time officer will not be justified, especially since such an officer will not be able to perform other diplomatic duties as can a Foreign Service officer. In such circumstances, the Foreign Service officer available on the spot must be directed to do it, in addition to his other duties, and adequately briefed for it. This arrangement will obviously be more economical than any other.

286. The officers selected for such appointments should be on deputation to the Ministry of External Affairs and come under its discipline even though they continue to deal directly with the functional Ministry concerned on all matters relating to their work. To facilitate their work abroad, they may, when necessary, be attached to the mission in a diplomatic capacity and given a rank appropriate to their seniority. But, the fact that they are not engaged in regular Foreign Service work and that they are subject to the over-all control of the Head of Mission should not be lost sight of.

CHAPTER VII

TRAINING

287. Training is the key to the efficiency and success of any Service. Since our recruitment aims at securing the best available officer-potential from among the talented youth of the country, post-entry training, designed to mould and shape the material to meet the requirements of the Service assumes great importance; the more so because the young men recruited each year come from a variety of backgrounds and have to be brought on to a common base and equipped for the wide range of tasks that lie ahead of them.

Three aspects of initial training

288. Three broad aspects of initial training may be distinguished. First comes professional training intended to equip the officer with a basic knowledge of, among other things, international law and international relations, political and economic, and to educate him in the art of diplomacy. Secondly the recruit must be carefully prepared for his representational obligations abroad. He cannot be expected to project a correct and convincing image of his country if he has no proper understanding of its way of life or of the spirit and urges of its people. Lastly, but by no means least in importance, comes preparation of the officer for life and work in a foreign environment.

289. The professional aspect will be covered by courses of instruction and practical training and will occupy the major part of the programme. A right balance has to be struck between the second and third aspects. The ideal Foreign Service officer should be flexible enough to be able to gain access and acceptance in a foreign country without losing his national identity and be capable of representing, in his own person, all that is best in his country without appearing to be someone apart.

Present position

290. The current programme of training is as follows :—

Four months at the Foundational Course with the National Academy of Administration, Mussorie; four months at the Indian School of International Studies, New Delhi; six months' training in the Districts; six months' attachment to the Ministry of External Affairs, rounded off by a short attachment

to a Military Unit and a Bharat Darshan tour followed by posting abroad to a Mission for language as well as other general training for a period not exceeding one year.

Total duration of training; academic versus practical bias

291. The disadvantages of too long a training programme with an academic bias were strongly urged before us. It was argued that academic training divorced from active work and the exercise of real responsibility did not take root and that it tended to make a trainee restive and ultimately even unresponsive. The experience of many of the larger commercial firms was cited to show that too detailed and elaborate a training, immediately after recruitment, in all the different departments and organisations, was self-defeating and that more effective training could be given on the job, after a brief course of general familiarisation. The training period for the Indian Foreign Service is longer than that of any other Class-I Service in India. It was suggested that three out of a service period of 35 years spent on initial training was too long, especially if one had to provide for mid-career training also.

292. The training period in other Diplomatic Services shows considerable variation. Some provide no more than a few weeks of orientation while others devote as many as four or five years to careful preparation of the officer. Most of them, however, do provide for a fair amount of academic training. If we take into account the diversity of candidates who qualify for our own Foreign Service through the competitive examination and the specialised and varied requirements of diplomatic work, which is becoming increasingly complex, we must accept the conclusion that some basic training in subjects such as the Social and Cultural History of India, the Indian Constitution and Administration, Planning and Development, International Law and Relations, Diplomatic History, International Economics and Commerce, in addition to language training is indispensable.

293. At the same time, we have to guard against the temptation to cram too much into one long course of initial training. There is reason to believe that the trainee is able to retain only a part of the theoretical knowledge so acquired. From this point of view, therefore, it would be desirable to make the initial period of training not too long and to confine it to grounding in essentials to be followed by more functional and mid-career training at later stages in the career of the officer. A careful blending of theoretical instruction and practical training would also be desirable. In our opinion, a total period of initial training not exceeding two years would be the ideal, although this may be difficult of immediate realisation, since in the absence of centralised training arrangements in the Ministry, training has to be conducted in different phases under different agencies, both in India and abroad, spread over a longer period than might otherwise be necessary.

Directorate of Training

294. The smallness of the IFS cadre and of the annual intake—which is not likely to exceed 15 to 25 during the next decade—and the paucity of resources, human as well as financial, would seem to make the setting up of a Foreign Service Institute, however attractive, too ambitious a project. But we are anxious that there should be adequate alternative arrangements for the immediate future. Therefore, we recommend the setting up of a separate Directorate of Training in the Ministry under a senior officer with the specific responsibility of organising, coordinating and supervising all training—initial and mid-career—of IFS and IFS(B) officers. The senior officers of the Administration Division in the Ministry are now too hard pressed to be able to discharge this additional, but vital, responsibility. It is a demanding task, and, in our view, it should be entrusted to the Joint Secretary in charge of Training—a new post, the creation of which we have recommended in an earlier chapter.

295. The function of the Directorate will be to provide direction and co-ordination rather than to engage itself in any but the simpler kinds of training activity. Therefore, while it must have the assistance of such ancillary staff as may be required and some accommodation for organising lectures or seminars, the need for more elaborate arrangements, such as the provision of a teaching staff, should not arise for the present. The Directorate will seek instead to make the fullest and best possible use of the facilities already available in the existing institutions and agencies to which the probationers are being, or could be, attached. We hope that after the National Academy has been shifted to Delhi, its amenities—e.g., lecture-rooms and library—will remain freely available for use by the Directorate for the training of IFS recruits even after they have completed the first phase of combined training with IAS probationers.

Attachment to the National Academy of Administration

296. Until 1959, IFS officers were attached to the IAS Training School at Metcalfe House, Delhi, for a period of between three and four months. Since then, IFS and IAS recruits have participated in the Foundational Course (reduced from five to four months from 1965) at the National Academy of Administration in Mussoorie along with probationers from all other Central Class I Services.

297. During this attachment, they cover a comprehensive syllabus including, in particular, the Indian Constitution and Administration, Law, and Indian History—with an emphasis on the cultural and sociological aspects—and Planning and Development. All these subjects are essential elements in providing that basic knowledge and understanding of India, which must form the foundation for all professional and other training.

298. Much of the criticism against this course can be traced to the locating of the Academy at Mussoorie away from the seat of Government and the mainstream of administrative activity in Delhi. We are, therefore, glad to note the Government's decision to bring the Academy back to Delhi and would urge its speedy implementation. Senior officers of Government will then be able to visit the probationers more frequently and talk to them; the probationers can be more easily taken round to different departments and institutions on familiarisation visits; and experts can be more readily invited to come and speak to them on different subjects. There is some difficulty now in getting and retaining first-rate men on the permanent teaching staff of the Academy. The utilisation of more and better guest speakers would mean a welcome reduction in the permanent teaching establishment and ease this difficulty. The large increase in the number of probationers has rendered the exercise of individual attention and guidance difficult. The numbers handled in each course are too many, even after splitting them into two batches during the year, to encourage the growth of useful personal association between the probationer and the supervisor. We would recommend at the same time, therefore, an increase in the directing staff for which there is clear need.

299. The opinion expressed to us has been generally in favour of retaining this phase of combined training with IAS probationers. The opportunity thus afforded to IFS probationers of mixing with their contemporaries in the IAS will give them a broader base of comprehension and contact and be of considerable advantage in later years. It will also enable them to receive instruction in the subjects mentioned earlier along with the others without the Directorate of Training having to go to the expense and trouble of organising a separate course for this purpose.

300. We, therefore, recommend the retention of the attachment to the National Academy for a period of four months. We would, however, like the Directorate of Training to maintain close liaison with the Academy and to keep a special eye on the IFS probationers during this period. Such liaison will be greatly facilitated if a suitable middle-level IFS officer is attached to the directing staff of the Academy for a two or three-year term. IFS probationers, during their period of attachment to the Academy, will naturally have first claim on his attention, but his duties will not end here. He will function as a regular member of the staff throughout the year and be responsible for taking seminars on current international affairs, which might usefully form part of the curriculum of training at the Academy.

301. In an earlier chapter of this Report we have referred to the criticism that the IFS officer does not know his country well. This is obviously too sweeping a generalisation to be true of a Service, the majority of whose officers have grown up in India and passed out of Indian Universities. We also had occasion to mention that we found most Foreign

Service officers eager to keep their knowledge of developments in India up-to-date, and to consider different methods of affording them an opportunity of renewal of contact with the country. We must remember, however, that these officers are drawn from different parts of a large country and that many of them may not have had adequate opportunity during their youth of travel to all parts of India and contact with the diverse manifestations of its culture. These gaps in knowledge and understanding should be filled before they can become true and successful representatives of the country. Therefore, we attach the greatest importance to giving to all recruits to the Foreign Service a basic grounding in Indian History and Culture, including literature and the fine arts. The lectures arranged for this purpose during the attachment of the probationers to the National Academy should be of the highest quality and delivered by the best available authorities on the subject.

District training

302. The basic object of District Training is to give the IFS officer some personal and practical experience of the rural population and their problems. Direct contact with the country-side and some association with the development activity in progress there will give him a better and deeper appreciation of the varied aspects of the Indian scene. In the other Services, no special effort in this direction may, perhaps, be necessary because the officer remains within the Indian environment. With the IFS the position is otherwise, firstly because the officer will be living away from his country most of his life and, secondly, because he will be representing his people abroad and not only the Government.

303. We were interested to hear a suggestion in this connection that this phase of training might be more useful if it came after three or four years' service. The officer would have completed by then his other training (more directly concerned with his work in the Service) and have had some experience of life and work abroad and would welcome a break of this kind in his own country. He would have a greater awareness of the deficiencies in his knowledge and background and know what exactly to look for and hence likely to be more receptive and perceptive. There is undoubtedly some merit in this proposal; but, we are not sure whether such an arrangement would be practicable. If no more than a brief attachment for the purposes of familiarisation is intended, then it could form part of a Bharat Darshan tour covering rural development centres and could even be repeated at intervals of six or seven years for all officers. But, if the attachment is to be for a much longer period, then the release of the officers from their regular line of work into which they will have been inducted after completion of training may present numerous problems. In our view, therefore, the balance of advantage lies in giving

this opportunity for rural contact to everyone fairly soon after entry into service and before going abroad for the first posting.

304. It was mentioned to us that in many cases in the past District training had made no real impact. The District Authorities had tended to look upon the IFS probationer as a casual visitor and this had made a sense of identification—so essential for the success of the training—difficult to achieve. We cannot emphasise too strongly, therefore, the need for an imaginative training schedule to be carried out under the direct supervision and personal guidance of specially chosen District Officers. The purpose of such training is to give the probationer an insight into the machinery and system of district administration. More important still, opportunity should be provided for a study of the village community and the social and economic development that is taking place on so large a scale in the country. An attachment to a community project centre may in addition give the probationer an opportunity of observing the working of Panchayats. The choice of the Districts and the content of the programme must be carefully worked out and constantly kept under review by the Directorate of Training in consultation with the Ministry of Home Affairs and the State Governments. We would also recommend that the Joint Secretary in charge of Training should himself make occasional visits to the Districts to watch the execution of the programme and to consider possible improvements.

305. The time that should be devoted to this phase of training was carefully considered by us in the context of the need for finding room for other, equally indispensable, courses of training. In our view, the present period of six months is suitable.

Attachment to the School of International Studies

306. We have already stressed the importance of a good grounding in International Law, International Organisations and Relations and in Diplomacy. The School of International Studies, to which the probationers are now being attached for four months, since the year 1959, runs a special course of lectures and seminars specially designed to meet their needs. Area studies, problem studies and book reviews are included in the programme.

307. We understand that the School receives fairly generous grants-in aid from the Government. It would, therefore, be both appropriate and desirable for the Ministry to take more interest in the activities of the School and its development. We believe that, as a result, more benefit can be derived from this period of attachment.

308. We have received a suggestion that the facilities of the newly started School of International Law and Diplomacy under the auspices of

the Indian Society of International Law might be utilised for providing the probationers instruction in International Law and Diplomacy, in addition to the training now given in International Organisations and Relations at the School of International Studies. We have expressed the view that the Ministry of External Affairs should make the maximum possible use of the facilities already provided in Delhi by other agencies and institutions. The offer of the Indian Society of International Law might, therefore, appropriately be considered by the Ministry in this context. Indeed, we would go further and suggest that it should be the responsibility of the new Directorate of Training to draw up a programme of lectures, seminars, etc., in consultation with the authorities concerned, designed to derive the fullest advantage of the facilities available not only at these two institutions but also others like the Delhi University. We recommend the extension of this period of training to six months to provide for these additional courses.

Training within the Ministry of External Affairs

309. The complaint against the present system throughout all these years has been that, in fact, there is no system at all. The attention given to the probationers is casual and desultory. The desk officers as well as the Heads of Division do not have the time, and sometimes the inclination, to take sustained interest and an active part in the training of those attached to them. There is no single person responsible for directing the activities of the probationers and giving them the necessary advice and guidance. Officers in the Administration Division also have their hands full with their work. Thus, the probationer finds that he is everybody's charge but nobody's responsibility.

310. It is also arguable whether the Ministry should continue to attempt to give the officer a detailed knowledge of the working of all Divisions of the Ministry. The work of the Ministry has expanded very considerably and even a fortnight spent in each Division is not adequate to give him a clear grasp of the intricacies of work in that Division. It is even more open to question how much he can absorb from such routine training in successive Divisions and how much of what he has learnt he can retain. Ideally, of course, every probationer should be trained fully and for several weeks in every Division; but, this is impossible in practice. The experience of the Ministry in this regard leads us to suggest that, apart from a short general familiarisation course, no attempt need be made to give the probationer at this stage a detailed training in the working of the different parts of the entire machinery. It would be preferable to attach him instead to one Division for the full period of such training to give him an insight into the working of the Ministry.

311. The familiarisation course may consist of a series of talks spread over a few weeks to be given by selected senior and middle-level officers

covering the organisation and methods of work of the Ministry of External Affairs and the missions abroad and the different functions—diplomatic, representational, economic and commercial, information and consular—which the Foreign Service officer has to perform. Specific attachments should be confined to the Budget and Finance Division and the Cypher Bureau and two functional Divisions—Economic Division and External Publicity. Thereafter, every probationer should be attached for a continuous period of about four months to one territorial Division to work more or less as a junior desk officer. It would be useful if the Head of Division or Secretary calls him in to take notes on such occasions as when he has a meeting with a foreign envoy. It will give him an idea of the nature of problems dealt with at the highest levels in the Ministry and how diplomatic conversations and negotiations are conducted. He may also be set specific tasks, such as preparing summaries or draft notes for the Head of Division on selected issues of current importance. All probationers can be brought together for seminars every week, even during this phase of training, so that they may compare notes, exchange ideas and share experiences. The responsibility for this should rest with the Joint Secretary in charge of Training.

312. Indeed, the part to be played by the Directorate of Training in this phase of training will be decisive for its success. It is our intention that the Directorate should provide the guiding hand that is so conspicuously absent today. Apart from ensuring co-ordination, the Joint Secretary will put the probationer through the official mill in the Ministry and help establish social contact between him and the senior officers. All the probationers should preferably stay together—the hostel of the Ministry of External Affairs may be the most convenient and suitable place—to enable the senior officers to meet them more easily and readily outside office hours. Orientation for life abroad begun thus at headquarters can be completed when the probationers go abroad.

Functional training

313. We have had occasion, in earlier chapters, to note the profound significance for the Foreign Service of the changes in the economic scene and the imperative need for equipping the Service to meet the challenge of the future. While the syllabus covered at the National Academy will provide the probationer with a general background and the orientation course at the Ministry of External Affairs will furnish him with a more detailed picture of his functions in this field as part of the variegated tasks he will have to perform, the need for more thorough professional training in this branch will still remain. The attention given at present to this aspect is negligible. We are most anxious, therefore, that during the period of attachment to the Ministry of External Affairs time should be found for a carefully planned and conducted programme of familiarisation

with economic and commercial work, which will take the probationers through the Planning Commission, Department of Economic Affairs and the Ministries of Industry and Commerce ending up with a specially organised intensive course of a fortnight at the Institute of Foreign Trade. We are confident that this will provide a reasonable foundation of general competence in the Service to deal with economic and commercial matters.

314. During the period of attachment to the X.P. Division, to which we have referred earlier, apart from studying the working of this Division and the needs and methods of publicity abroad, the probationers should visit other institutions connected with external publicity like the All India Radio. A brief visit to a leading newspaper office will also be useful. The probationers should also attend one or two of the briefings given by the official spokesman and watch a press conference held by the Prime Minister or the Foreign Minister.

315. Since it is not our object to make economic or public relations experts out of every recruit by giving, all of them together, long training successively in every field, basic initial training cannot and need not go beyond what we have suggested in the preceding paragraphs. Further specialised training will be more rewarding if it is imparted on a selective basis to the officers concerned at later stages, as and when required and to the extent needed.

Language training

316. The practice of attaching the probationer to the mission in a country where the language is in current use has yielded good results. Nevertheless, we are inclined to feel that language training should preferably be given in India itself and not delayed till the first posting abroad. Many of the other Foreign Services follow this method. The advantages of completing the language training in India are that it can be better co-ordinated and controlled by the Ministry and that it will enable the officer on his first posting abroad to devote himself more fully to the work assignments given to him in the mission. We are not unaware of the very real benefit that accrues from the probationer being given his first posting in his language area and would certainly not like to see this practice modified. Our intention is rather to provide for language training in the earlier phase of training in India, so that the officer will be released for a more or less uninterrupted term of duty of two years in the first mission to which he is attached. During this period, he will naturally have ample opportunity to improve and perfect his command of the language, even though his formal training will have already been completed.

317. Our suggestion, therefore, is that language training be begun almost simultaneously with the attachment to the School of International Studies. This period, together with the eight months we have suggested for the attachment to the Ministry of External Affairs will provide a total

period of fourteen months during which it should be possible for the probationer to acquire proficiency up to the advanced standard in all the easier languages. For a hard language like Chinese, it would be necessary to continue with the existing arrangements of attaching the officer to a regular course at Hong Kong, although, even here, a curtailment of the period should be possible if the officers have already acquired some knowledge of the language in India.

318. We appreciate the difficulty of introducing immediately these new arrangements. The facilities now available in Delhi for the learning of foreign languages are most inadequate and, in any event, the attachment of the probationers to courses run by cultural centres and the like may not quite suit the needs of the Foreign Service. Therefore, while we would like the Directorate of Training to make increasing use of these facilities to the extent practicable, we realise that much of the advanced training required may still have to be obtained abroad as at present.

Institute of Foreign Languages

319. In our opinion, however, the present vacuum in the field of study of foreign languages in India needs to be filled through concerted action, for which the Ministry of External Affairs should appropriately take the initiative. We were interested to see a study prepared in the Institute of Foreign Trade showing that the demand for facilities in this field has been rapidly growing in the commercial world, while the institutional arrangements available are inadequate and haphazard. Therefore, apart from encouraging the study of foreign languages in more universities in India, the Government should give a positive lead by establishing a Foreign Languages Institute in Delhi. Such an institution could form an important wing of the proposed Jawaharlal Nehru Institute of Advanced Studies. The Ministry of External Affairs would then be able to draw on its resources to meet most of its language training requirements.

Attachment to an Armed Forces Unit

320. It has been felt that it would be useful for the IFS probationers to spend a fortnight with an Army Unit, in a forward area, to acquire some familiarity with the life and work of the officers and men of our Armed Forces. As a matter of fact, in the earlier years, IFS probationers used to go along with IAS probationers for such attachment to an Army Unit. Since the introduction of the Foundational Course, IAS officers are being sent for this attachment at a later stage and IFS probationers were missing the opportunity. The practice has now been revived, and should, in our opinion, continue to form a part of the future training programme.

Bharat Darshan tour

321. A Bharat Darshan tour of two weeks forms part of the present programme. The object of this tour is to give the officers a bird's eye

view of India by taking them to different parts of the country to see a few places of outstanding historical and cultural interest, representative of India's rich heritage, and some of our foremost industrial plants and scientific institutions, including especially the establishments of the Department of Atomic Energy in Bombay, which are indicative of our technological progress. While it may be necessary to divide a larger batch of probationers into two or sometimes even three groups and to send them on separate itineraries, care should be taken to see that every group gets an opportunity to visit a fairly representative selection of cultural and industrial centres in different parts of the country. It would also be useful if an officer from the Ministry of External Affairs—not necessarily from the Directorate of Training—could always accompany each group on these tours to look after the probationers.

First posting abroad

322. The attachement of the officer to a mission abroad is primarily intended to enable him to learn and qualify in the foreign language allotted to him. Simultaneously, he is also expected to familiarise himself with the various types of activity in the mission and to learn the art of diplomacy.

323. In our concept, the officer should be posted as a functioning member of the mission and be on probation rather than on training. He will be allotted clearly defined regular duties and yet, at the same time, be left sufficient time to learn while working. It will be for the Head of Mission to ensure that he does get experience of the variegated activity of the mission. He must take personal interest in developing his skill and competence to the requirements of diplomatic and representational work, thus giving the finishing touches to the professional education commenced at headquarters. He should also set him specific tasks such as preparing a special report on a subject of interest or assisting a visiting delegation, in order to secure uniform development of the probationer's capacities in all directions. The performance of the probationer, as reported periodically by the Head of Mission, will be carefully watched by the Directorate of Training, which should feel free to make comments on progress and to offer suggestions to the Head of Mission on how to correct any weaknesses or deficiencies brought to light. In order that the officer may derive the maximum benefit from this period of attachment, he must be allowed to complete a full term of at least two years with the same Head of Mission and not be transferred to another mission, as seems to happen only too frequently now, immediately on completion of his probation. This will incidentally give him also an opportunity to consolidate his proficiency in the compulsory language.

324. The choice of the mission is important. The Head of Mission, or his senior adviser, must have the capacity and aptitude to guide the young man. The need for posting the officer to his particular language

area will no doubt limit the field of choice; but even within this limitation, it should be possible to make a better choice than has apparently been made in the past.

Departmental tests

325. The period of probation in the IFS is generally three years. The officer is confirmed after he has passed a departmental examination in Establishment and Accounts and Hindi and another in his compulsory language (advanced standard) held by the Foreign Languages School of the Ministry of Defence. Failure to pass either of these examinations results in the withholding of increments and delay in confirmation.

326. We think these arrangements are adequate. We believe, however, that a more continuous watch over the performance and progress of every probationer should be maintained by the Ministry. Adequate effort in this direction has not so far been made. Regular progress reports, on forms to be prescribed by the Directorate, should be obtained from the institutions or officers concerned with each phase of training. These reports will become part of the permanent character roll of the officer. We would also urge that there should be no hesitation in reprimanding the slacker officers, in withholding increments or confirmation, or in terminating the services of anyone who remains below par.

The training programme

327. To sum up, the broad framework of the training programme and probation we have in view is as follows :

- (i) Course covering Social and Cultural History of India, Political Theory, India's Constitution and Administration, Law, Economics and Hindi : at the National Academy of Administration . . . 4 months
- (ii) District Training 6 months
- (iii) Course covering International Organisations and Relations and International Law and Diplomacy, International Economics and Commerce: at the School of International Studies, School of International Law and Diplomacy, Delhi University etc. . . 6 months
- (iv) General familiarisation and training on the job : in the Ministry of External Affairs (including, in particular, one month's course covering economic and commercial work and two weeks' extended training in X.P. Division) 8 months
- (v) On probation as Third Secretary in a Mission in his language area 12 months

36 months

or 3 years.

328. The attachment to an Army Unit and the Bharat Darshan tour will be fitted into this total period at convenient stages. Language training, to the extent practicable, can commence with the third phase. Although language training may be completed at any time, the officer will remain on probation until the end of the third year, when he will be confirmed, if his performance over the whole period is adjudged satisfactory by the Directorate of Training. After confirmation, he will continue in the same mission for another year so that he can have, as nearly as possible, a full term of two years. Thereafter, he should return to Headquarters in the senior scale, to which he may be promoted on completion of about four years' service, for his first spell as a regular desk officer.

329. The advantage of the programme suggested above is that within the first six years or so, the Ministry will have had adequate opportunity for assessing as well as guiding the development of the officer, as a trainee in India, a Third Secretary abroad and desk officer at headquarters. The Joint Secretary in charge of Training will not only be able to ensure the balanced growth of the officer; he can also discover special flairs and aptitudes which will be valuable in planning the subsequent career development and supplementary training of each officer. The officer will also be able to ascertain for himself in which direction his own interests and capacities should be further developed and in which line he could seek further specialisation. We need hardly add that the success of any training—initial or otherwise—will depend ultimately on the initiative and dedication of the officer himself. The Directorate of Training should, therefore, seek to encourage from the very beginning the habit of self-training in the officer and assist him by giving him general and special reading lists and guiding him with ready and friendly practical advice whenever needed.

Pre-post training

330. (a) *For a new area or new assignment.*—Officers going to a new area or a new sphere of duties must always receive some "pre-post" training. For example, an officer who has qualified in Spanish and has been serving in Latin America might be transferred to South East Asia for the purpose of balancing his experience; or, an officer who has been doing political work may be transferred to a commercial post or a public relations job. At present, a small percentage of officers manage to get some briefing about the country or region to which they are going and about the nature and scope of their new charge, during a brief period of consultation duty at headquarters. Such consultation duty is, however, not mandatory and shortages and inadequate planning of personnel movements have resulted in officers being asked to rush from one assignment to another without any stop-over in Delhi. Even where consultation duty has been permitted, the briefing has been perfunctory, the officer having to depend largely on his own ingenuity. We cannot, of course, hope to introduce very elaborate briefing courses, with the limited man-power resources

available. Nevertheless, it should be possible for the Joint Secretary in charge of Training to ensure, in consultation with the various Divisions and Ministries, that every officer does get adequate briefing in the basic issues relating to his new post.

Young IFS officers being put on to a new type of work must also be given specific professional training. The initial training having been compressed, the need for such further supplementary training before every new assignment cannot be over-emphasised. An officer going to his first commercial assignment abroad must receive adequate intensive training in the Commerce Ministry, in the Institute of Foreign Trade, Export Councils, etc. Similarly an officer taking up his first press or public relations post should receive intensive briefing in the X. P. Division, Ministry of Information and Broadcasting, All India Radio, etc. In the time schedules for transfers, the Ministry should ensure that adequate provision is made to enable every officer to get such professional training, without having to sacrifice his home-leave.

(b) *Language training.*—When the Language Institute is set up, one of its main functions should be to establish brief and intensive courses to teach officers the rudiments of the foreign language chosen for study. Modern methods of teaching and audio-visual aids should be fully used. This language training is different from the training in the compulsory language discussed earlier. Its object is not to train an officer to an advanced level of proficiency but to equip him in as short a period as possible with a working knowledge so that he can start functioning with reasonable assurance and effectiveness immediately on arrival at his post. To begin with, the Institute may be able to handle only a few of the important languages; but it would be desirable to expand the resources of the Institute gradually to cover even relatively less important languages.

(c) *Going abroad courses for wives.*—Wives going abroad for the first time should also preferably get some orientation. The Joint Secretary in charge of Training may organise for this purpose a short series of talks at intervals of three or six months and the wives of officers expected to go abroad in the near future could be invited to attend them. We presume that wives of senior officers in the Service will be able to assist in preparing the programme of such courses and even in giving some of the talks.

(d) *IFS (B) and non-IFS officers.*—There is no provision at present for a programme of training for officers and staff directly recruited to the IFS(B), and IFS(B) officers promoted to higher ranks. We shall deal with this matter in a later chapter.

It would certainly be most desirable to give non-IFS officers going abroad for the first time some orientation to prepare them for life abroad. But, the number of such officers is not large and they go out in dribblets.

and not all together. It will, therefore, not be practical to organise any formal courses for them. The best we can suggest is that such officers should meet the Joint Secretary in charge of training and the concerned Heads of Division and desk officers for individual briefing.

Mid-career and Refresher Training

331. Training for the Indian Foreign Service, as we conceive it, will not be a "once-and-for-all" affair confined to the first two or three years immediately after entry into the Service but a continuous process of preparation for the varied tasks the Service has to perform and for the assumption of great responsibilities. Initial training will provide only the foundation. "Pre-post" training will add further professional knowledge and skills. Mid-career training will afford the opportunity to pause, review and re-equip for the future. Integrated with career planning, it will help to build up a cadre of officers with diverse capacities.

332. Contact with the outside world—universities, professions and other sectors of life—will refresh and enrich the officer's mind and exposure to new currents of thought will broaden his comprehension. As we have noted in an earlier chapter, the problem of the IFS officer getting out of touch with the dynamic changes taking place in India can be solved not merely by bringing him back more frequently for home postings but by giving him more opportunities for contact with the India that lies beyond the official world at Delhi. Mid-career attachment to refresher and orientation courses and seminars could be an excellent method for this purpose.

333. Mid-career training can be further used for developing and improving particular specialised capacities which the officer has already acquired. It may also be useful for preparing an officer for higher executive responsibilities e.g. the Management Training Courses run for Senior Executives of Commercial firms.

334. It is not necessary for the Ministry of External Affairs to start immediately organising refresher courses of its own; these could be developed gradually as the Service expands and its requirements further increase. What is more important is that it should take fuller advantage of opportunities already available in existing institutions in India or abroad. Sabbatical leave should be given more freely and officers encouraged to go to universities for a six months' or year's study. The Ministry of External Affairs has a stake in the success of the Area studies scheme being developed under the auspices of the University Grants Commission and should offer full co-operation and participation in it by encouraging its officers, who are developing into Area specialists, to join them. The officers can combine some teaching and tutorial work or research guidance along with further specialised study of their own. The Ministry of External Affairs can take the initiative in encouraging the holding of seminars at Indian Universities or institutions specialising in international relations to discuss topics of current interest.

These seminars should be open to middle-level and senior IFS officers, academics, journalists, military officers, international lawyers, scientists etc.

335. The Joint Secretary in charge of Training should be made responsible for the co-ordination of all such mid-career attachments, courses and seminars. Obviously, adequate funds must be made available for this purpose. Also, a reserve of 5 per cent should be provided in the cadre for such training purposes. The 10 per cent Deputation Reserve is adequate only to meet the needs of the Service in regard to secondments to other Ministries and organisations. We would, therefore, strongly recommend that it be increased to 15 per cent.

336. The approach of the Ministry of External Affairs to mid-career training has so far been hesitant. Shortages in the cadre have also tended to make the release of officers difficult. It is our hope that, with the additional resources we have recommended above, the Directorate of Training will be able to put into effect an imaginative plan of mid-career attachments for different levels of officers.

CHAPTER VIII

I.F.S. (B)

337. Our review of the Foreign Service will be incomplete without an examination of the broad structure and composition of the IFS (B). For the sake of convenience, we are dealing with all matters relating to this branch of the Service in one chapter.

Present composition and strength

338. The IFS (B) was formally constituted with effect from 1st August, 1956. Recruitment to the initial constitution in the various grades was closed around 1959. The distribution of the present permanent and temporary strength among the various grades is as follows:—

| | Permanent | Temporary |
|--|-----------|-----------|
| <i>General Cadre</i> | | |
| Grade I | 47 | 27 |
| Integrated Grades II & III | 207 | 19 |
| Grade IV (Assistants) | 655 | 99 |
| Grade V (U.D.C.) | 56 | 15 |
| Grade VI (L.D.C.) | 579 | 123 |
| <i>Stenographers Sub-cadre</i> | | |
| Grade I (Personal Secretaries) | 46 | 14 |
| Grade II (Stenographers) | 259 | 172 |
| <i>Cypher Sub-cadre</i> | | |
| Grade I (Superintendents) | 10 | 2 |
| Grade II (Cypher Assistants) | 102 | 38 |
| | 1961 | 509 |

339. *General Cadre.*—Grade I officers are appointed Under Secretaries at headquarters and Second Secretaries abroad; after six years' service in the Grade, they are eligible for the rank of First Secretaries. Promotions to this Grade are made by selection *on merit* from among integrated Grades II and III officers. There is no direct recruitment.

340. Integrated Grades II and III officers serve as Section Officers and Attaches at headquarters and Vice-Consuls and Attaches abroad. Direct

recruitment through the competitive examination held by the Commission will provide 25 per cent of the annual intake until 1969 and thereafter 33-1/3 per cent. The remaining 75 per cent (66 2/3 per cent after 1st June 1969) will be filled as follows: 25 per cent by a limited competitive examination and the rest by promotion *on merit* from among Grade IV Assistants and Cypher Assistants according to their relative strengths (a quota will, however, be reserved out of these vacancies for appointment of Personal Secretaries).

341. Grade IV officers serve as Assistants at headquarters and abroad. Recruitment from the open market through the Assistants Grade competitive examination will provide 50 per cent of the annual intake until 1967 and 75 per cent thereafter. The remaining 50 per cent (25 per cent after 1st June, 1967) is filled by promotion *on merit* from among U.D.Cs. in Grade V.

342. Grade V officers serve as U.D.Cs. at headquarters and are not usually posted abroad. All vacancies are filled by promotion of officers, subject to the rejection of the unfit, from Grade VI.

343. Grade VI officers serve as L.D.Cs. at headquarters and abroad. Recruitment is through the Union Public Service Commission.

344. *Stenographers' Sub-cadre*.—Grade I officers are appointed Personal Secretaries at headquarters and while abroad they are given the diplomatic status and rank of Attache. All vacancies are filled by promotion *on merit* from Grade II stenographers.

345. Grade II officers serve as Stenographers at headquarters and as Personal Assistants abroad. Recruitment is through the Union Public Service Commission.

346. *Cypher Sub-cadre*.—Since the need for Cypher Superintendents is limited it has been decided to do away with the Grade. Existing incumbents will continue as they are until they waste out or are promoted. Although no quota is reserved in Grade I (Under Secretaries) for appointment of Cypher Superintendents on promotion, the rules do not preclude such appointments by selection on merit in consultation with the Union Public Service Commission.

347. Grade II officers serve as Cypher Assistants abroad and at headquarters. Up to 25 per cent of the vacancies can be filled by transfer from the General Grade IV cadre. The remaining 75 per cent (or more) is filled by a departmental examination held by the Ministry to which all U.D.Cs. and L.D.Cs., who are graduates, are eligible.

Need for officer-oriented structure

348. A re-orientation of working methods and staffing patterns both at headquarters and in missions abroad has already been suggested by us

in an earlier chapter. We have also drawn attention to the bottom heavy structure of the Indian Foreign Service as a whole and the need for reforming it to make it more suitable for performing the diplomatic tasks entrusted to it. The most striking feature of the present composition of the IFS (B) is the large numbers it carries in the lower grades.* The need for such reform within the IFS (B) is, therefore, equally important.

349. Registrars in missions abroad are already designated Attaches and are expected to undertake a fair amount of administrative, consular and general chancery work on their own. They are also being asked to do some of the more routine commercial, and less frequently, information work. This process might be further extended. Some of the smaller missions are now functioning without an Attache. Work-loads in each mission may be re-assessed and more officers of this level appointed wherever the need for them can be clearly established. The object should be to relieve the representational officers—Second Secretaries and above—of work of a kind which could be done by Attaches so as to enable them to devote themselves fully to more important duties and policy matters.

350. Simultaneously, the number of staff in lower grades should also be reduced to a minimum. The cost of maintaining an Assistant or Clerk abroad is only slightly less than that of maintaining an Attache. Therefore, the change in the staffing pattern suggested by us should not result in any increase in expenditure or foreign exchange liability. Dictaphones and such other labour-saving equipment will be of particular value abroad in

*For purposes of comparison the composition of the U.K. and U.S. Foreign Services are given below:

U.K. Diplomatic Service

| | Grades | Nos. | 1000 |
|---|--------|------|------|
| 1. Administrative Branch (comparable to IFS) | | | |
| | 5 | 153 | |
| | 6 | 284 | |
| | 7 | 587 | |
| | 9 | 843 | 1867 |
| Clerical Branch (Secretarial Branch) | 10 | 1257 | |
| | S1 | 46 | |
| | S2 | 344 | |
| | S3 | 394 | |
| | S2 | 25 | |
| | S5 | 153 | 2219 |

U.S. Foreign Service

| | |
|---|------|
| Foreign Service Officers and Reserve Officers | 4968 |
| Foreign Service Staff 01 to 07 (officer grades) | 2774 |
| Foreign Service Staff 08 to 10 (clerical and secretarial grades) | 1903 |

promoting economy. Increasing use should, therefore, be made of them in our missions. It may also be more economical in a number of missions to employ local staff rather than India-based staff for clerical work of a non-classified nature.

351. In our opinion, such a readjustment in relative strengths should be possible without any increase in the total financial liability of the Government, if the increase in the number of Attaches is balanced by corresponding reduction in the number of Assistants and Clerks. Obviously a reorganisation programme of this kind cannot be implemented overnight, and in any event, we would not like a situation to be created where a large number of Clerks and Assistants are suddenly rendered surplus, for it is not our intention that there should be any retrenchment. Therefore, we suggest that the reorganisation should be phased over a period of ten or even 15 years and the adjustments at lower levels made by reducing fresh recruitment.

A single IFS (B) structure

352. We have considered whether the IFS (B) should remain one single Service as it is now or be split into two—one consisting of what may be called the "Executive Grades" and the other comprising the rest. The advantage of having two separate branches is that there would be a clearer appreciation of the qualities and performance standards required for each and the recruitment to the Executive Grades might be improved. On the contrary, such a bifurcation may well result in the loss of homogeneity in the Service which is well worth preserving. Also, notwithstanding the fact that there is no formal division of the Service into two segments, quality in the Assistant's Grade and above is assured by providing for a good proportion of direct recruitment. Thus, adequate safeguards exist for achieving better standards in the higher grades while retaining the structure of a single Service ranging from the bottom to the top grades. We are, therefore, in favour of continuing the present arrangement. We would only suggest that the Grades in the General cadre may be renumbered I to V.

Pay scales

353. It had been represented to the Second Pay Commission that the scales of pay of the IFS (B) should not be linked with those of the C.S.S. The Pay Commission was of the opinion that compensation for having to serve abroad should be provided by way of other allowances and amenities and not be reflected in the basic pay and that such differentiation in pay did not appear to be justified on a comparison of duties and responsibilities. We share this view and further believe that there is considerable advantage in maintaining general parity in scales with the C.S.S. We are, therefore, making no proposals for revision of pay scales.

UDC's and LDC's grades

354. The Second Pay Commission had noted the earlier Varadachariar Commission's recommendation for a single clerical grade for the Central Secretariat and the Government's decision, nevertheless, to retain the UDC in a separate grade but did not make any recommendation for alteration of the *status quo*. It was represented to us by the IFS (B) Associations that while there may be justification for retaining the UDC in the Secretariat structure the retention of this grade was not necessary in the IFS (B). Moreover, UDC's posts are not sanctioned abroad with the result that at present there is a very small number of posts in this grade in relation to the large number in the LDC's grade. We are unable to accept the contention that the UDC's grade is anomalous or redundant in the IFS (B). In our view, it is desirable to have such a higher selection grade among the clerks from which promotion to the Assistant's grade can be more appropriately made. Therefore, we recommend no change in the present structure of these two grades of clerks. In the course of the phased programme of readjustment in the strength of the lower grades which we have proposed, the Government may bring about a better balance between the number of posts in these two grades so that the present bottle-neck at the UDC's level is rectified. We also recommend that instead of all the vacancies in the UDC's grade being filled by promotion according to seniority-cum-fitness as at present, one-half of the vacancies may be filled by selection through a limited competitive examination from among LDC's.

Revision of examination syllabus for Clerks and Assistants

355. The qualification for the Assistant's Grade examination at present is a university degree and the test includes three papers carrying 100 marks each—Essay, General Knowledge and Arithmetic—and a fourth paper in English carrying 200 marks. The qualification for the Clerks' Grade examination is a Higher Secondary School certificate or equivalent and the test consists of two papers—General English and Short Essay carrying 300 marks and General Knowledge carrying 100 marks. Considering the nature of the work to be performed by the Lower Division Clerks, it is unnecessary to raise the minimum qualification to a university degree. We also considered whether the syllabus for the two examinations needs to be expanded to make the selection more rigorous and have come to the conclusion that no modification is necessary. The addition of any optional subjects or a compulsory foreign language will, in our opinion, over-burden the syllabus and we see no reason for insisting on such a stiff test for selection to these two grades. Besides, there is considerable advantage and economy in continuing to recruit candidates through a common examination as now conducted by the Union Public Service Commission for the Central Secretariat Clerical Service and other Services.

356. A simple personality test might, however, be a useful addition since personality and the quality of adaptability are important even in the lower grades in the Foreign Service. We do not think that the expenditure involved in interviewing a large number of candidates would be commensurate with the gain for the public interest. But we do feel that there should be some provision at least for the screening of the persons selected for the Foreign Service. We suggest, therefore, a simple "fitness test" in which representatives of the Union Public Service Commission and the Ministry of External Affairs could briefly interview the small number of successful candidates at the top, who usually opt for the IFS (B), for the purpose of final selection for the Service. This will give the Government an opportunity of assessing for itself the suitability of a candidate for the Foreign Service instead of having to rely solely on his preference as at present.

357. We are not in favour of a limited competitive examination for promotion from the Clerk's Grades to the Assistant's Grade. From 1967, three-fourths of the vacancies in the Assistant's Grade will be filled by direct recruitment. We would not like this proportion to be reduced. The balance of one-fourth, in our opinion, should continue to be available for promotion on the basis of merit and the splitting of it to enable the holding of a limited competitive examination is not warranted.

Recruitment to Grade II (Registrar/Attache)

358. We consider that the present arrangements for filling vacancies in this Grade are adequate and achieve a proper balance between promotion from within the Service, on merit and through limited competition, and direct recruitment.

Personal Secretaries

359. We understand that the Ministry of Home Affairs is considering a proposal to provide officers up to the level of Joint Secretaries in the Ministries of the Government of India and in equivalent posts with Personal Secretaries. We presume that this proposal, when approved, will be extended to the Ministry of External Affairs to include Joint Secretaries and Heads of Mission in Grade IV. A revision of the pay scale of Personal Secretaries in the Central Secretariat Stenographer's Service is also under consideration in the Ministry of Home Affairs with a view to giving them the benefit of higher emoluments. We hope that this revision will be made applicable to Personal Secretaries in the IFS(B) also.

Promotion to IFS(A)

360. There is dissatisfaction among the officers in the higher grades of IFS(B) with the limited opportunities now available to them for further advancement by way of promotion to the IFS. Under the rules in force

at present, a quota of 10 per cent of the senior duty posts in the IFS cadre is set aside for appointment by promotion of officers in Grade I of IFS(B). As this quota has to be shared with the officers promoted from the Information Service the vacancies available to the IFS(B) are, in fact, somewhat less.

361. We have considered very carefully the adequacy of the present quota. The quality and efficiency of the IFS must be preserved; yet, at the same time, a promising and outstanding officer in the IFS(B) should not find it impossible to rise to the higher diplomatic assignments merely because he started in a junior Service. The opportunities now offered to such an officer are not adequate. We recommend, therefore, that the present quota be raised to 15 per cent.

362. This enhanced quota will, in our view, throw open a sufficient number of posts for the IFS(B), especially in the context of the expansion in the IFS cadre proposed by us. In this connection, we consider it necessary to point out that the quota of 25 per cent fixed in the IAS for promotion of officers from the State Civil Services cannot be taken as a norm for the IFS. The number of officers of Deputy Collector's Grade in the States is much larger in relation to the number of vacancies available in the IAS than is the case in the IFS(B) and IFS.

363. We are not in favour of a limited competitive examination for filling any or all of the vacancies in the IFS(A). The object of securing better and brighter officers from a lower age group can, we believe, be more easily secured by including in the field of selection all officers in Grade I who have put in a minimum service of three years. Since the selection is made strictly on the basis of merit in consultation with the Union Public Service Commission, this arrangement should give a fair opportunity for the brighter officer lower down in the list to be considered and chosen. The method of selection that we have in mind will lay emphasis on adaptability for higher representational work and all-round ability in addition to a good record of performance. It will seek to bring the promoted officer into the IFS at a younger age so that he can adjust himself more easily to the new demands which will be made on him and better prepare himself for selection to the higher posts.

Selection Grade

364. We have reason to believe that the general sense of frustration among officers in Grade I of IFS(B) is due also to the fact that many of them reach the ceiling of their present scales fairly early and have to mark time for a long period until retirement. The raising of the quota for intake into the IFS will not and cannot provide the whole answer to this problem. A number of officers not found fit for selection to the IFS will still be able and efficient in their own spheres of work and should more

appropriately look forward to some reward in the shape of further promotion or betterment of emoluments within the IFS(B) itself. In our view, therefore, there is a good case for the introduction of a Selection Grade of Rs. 1300—50—1600 above Grade I to avoid stagnation in Grade I. Appointment to the Selection Grade will not involve any rise in status or rank or increase in duties and responsibilities abroad but at headquarters such officers could be appointed Deputy Secretaries. We leave the actual number of posts in the Selection Grade to be determined by the Government.

Training

365. The larger part of the IFS(B) cadre is confined to non-representational work at home and abroad. Its size and the fact that much of its work has to be performed in a foreign environment and in close contact with representatives of the Government and the public abroad, however, invests its role as an auxiliary to the IFS with special significance. The training of the members of the IFS(B) to equip them suitably for the discharge of these functions is, therefore, important and must be given much greater attention than appears to have been given to it hitherto.

366. Initial training for the direct entrants at the level of Assistants, Stenographers and Clerks need not be long but purposeful and well directed. In addition to the professional training they are given whether at the Ministry of External Affairs or at the Central Secretariat Training School in the Rules and Procedures of the Government of India and the IFS Rules, they should have the opportunity of getting an over-all picture of the work done in the Ministry of External Affairs and the nature and ramifications of the work performed in a mission abroad. They should also receive some orientation for life abroad.

367. Subsequent preparation for posting to a specific country should not also be left entirely to the individual officer. He should be encouraged to make full use of "Post reports" and, if possible, read one or two books giving background information. For this purpose, "Post reports" themselves will have to be made more informative than at present. They should not be confined to a description of conditions of life at the station—important as these are—but include a brief survey of the land and its people, its history and culture and such other background information of value to the officer.

368. The training for the Attaches will naturally be broader in range and of a degree suited to the higher functions which they will be required to perform. The content and emphasis of the training imparted at the Secretariat Training School should be re-oriented to suit the specific needs of the Foreign Service and may be supplemented by additional training to the extent necessary in the Ministry itself.

369. Mid-career orientation is even more significant than initial training for the IFS(B), since there will always be a substantial number of officers moving up the ladder to positions of higher responsibility for which they must be adequately prepared. The important stages are at the time of promotion as Registrar/Attache and later as Under Secretary/Second Secretary. General orientation-cum-training with a strong practical bias must be available for all such promotees. Preparation for diplomatic and later representational work is particularly essential. Apart from such general training, specific functional training of an intensive character will also have to be given whenever an officer is entrusted with commercial or information work for the first time.

370. The Directorate of Training that we have proposed for the IFS should be asked also to co-ordinate and guide the various aspects of the training programme for the IFS(B) outlined above.

Languages

371. Language training has been virtually neglected in the IFS(B) except for the direct entrants recruited as Section officers during the last few years, who have been allotted a compulsory foreign language to learn and qualify in, during probation. Below the level of Attache it is unnecessary to have a comprehensive language training programme embracing all. What is needed is selective training imparted to a few, who must be carefully chosen having regard to their aptitudes and capacity for learning languages. The training should be designed to achieve a high level of proficiency. The postings of such officers should be so regulated as to secure for the Government the fullest utilisation of their language ability. A reasonably attractive language allowance should be paid to them in recognition of this additional qualification.

372. The language (compulsory) training of direct recruits to the Attache's Grade should be more or less along the lines of that given to IFS(A) recruits. They will be relatively few in number, young in age and possess the necessary mental equipment to be able to acquire reasonably quick mastery over a language.

373. Apart from such specialised or more elaborate training for selected 'language officers' in lower grades and the directly recruited Attaches, there should be available to officers in the grade of Attache and above adequate incentives for learning languages on their own. We think that the rewards now available for passing in an optional language as well as the additional rewards for requalification which we have recommended in respect of the IFS officers should be payable also to officers of the IFS(B) in these higher grades without the necessity of qualifying in a compulsory language.

CHAPTER IX

CONDITIONS OF SERVICE

374. Members of the Foreign Service are required to spend the greater part of their working lives outside India. Apart from the separation from home and country for long periods to which the officer and his family have to reconcile themselves, they are also subject to the stresses and strains of living under a variety of conditions. The terms and conditions of service—in the shape of leave, allowances and amenities—should, therefore, be determined bearing in mind the requirements of life and service abroad. It is not our intention to go over the entire range of rules and regulations presently governing these but to indicate the specific areas where some improvement is called for.

375. The maintenance of our diplomatic apparatus abroad is expensive, especially in terms of foreign exchange. The country is, therefore, entitled to expect the utmost economy, though not at the cost of efficiency and effectiveness. In making our recommendations, we have been guided primarily by the twin considerations of economy and efficiency as well as the need to create the conditions in which the officer will be able to give of his best.

Foreign Allowance

376. The foreign allowance is intended to cover the additional cost of living abroad of a standard family consisting of an officer, his wife and two children. The compensation is arrived at by working out the total expenditure at the foreign station on different items according to a standard schedule for each category of officers and deducting from it the average expenditure which an officer of that category would be deemed to have spent if he were living in Delhi. The formulae in use now were fixed more than a decade ago in relation to the conditions then existing and have now become obsolete and inadequate. A review of them has thus become overdue and should be undertaken early by the Government.

377. In doing so, particular attention should be paid to two factors. The first is the need to enable the officer to maintain abroad a standard of living comparable to the general level; the very fact of living abroad and functioning in a diplomatic environment renders this obligatory for him. The second is the need to provide him with an adequate margin, in the context of Indian conditions of family life, to enable him to meet the cost

of maintaining his parents and/or other dependents in India while he is abroad.

378. The current practice in regard to revision of foreign allowances following a rise in the cost of living is not entirely satisfactory. The mission is required to send a periodical return in the prescribed form of prices of various articles prevailing in the market where the members of the mission usually make their purchases and the cost of services like electricity, water and wages of domestic servants. The methods of compilation followed by the missions are not uniform and the machinery for processing such data at headquarters is not well-developed with the result that inordinate delays occur in sanctioning revised allowances, causing avoidable inconvenience and often hardship to the personnel serving in the mission. Part of the answer to this lies in more regular on-the-spot investigation. The keeping in abeyance of the Inspectorate for a long period has led to a widening discrepancy in many stations between the scale of allowance sanctioned and the actual conditions obtaining. We urge, therefore, that an inspection of all Missions and Posts should be taken up and completed as a matter of priority and the regularity of subsequent inspections maintained at once every three years.

379. The need for revision between inspections will, however, still remain. Conditions in some countries are very fluid and may alter rapidly and substantially during the interregnum between one inspection and the next. The procedure for effecting changes in the allowances in such cases has to be rationalised. The suggestion we make in this regard is that the Ministry should develop a standard formula according to which the Mission should itself be required to prepare and bring up to date every month a local cost of living index. The inspectors should, after an investigation of local conditions during the first inspection, indicate the lines along which the index should be prepared. Markets or department stores from which prices are to be obtained could be standardised by them. Information available in published documents of reliable and well established local agencies, Government or other, approved by the Inspectors can also be drawn upon, wherever possible. By standardising the preparation of the index, its examination in the Ministry will be greatly facilitated and revision of allowances can follow more or less automatically without there arising any need, as at present, for prolonged correspondence with the mission seeking more and newer data and clarifications.

380. The orders refixing foreign allowance are, as a rule, not given retrospective effect. The financial hardship caused by this practice will be considerably diminished, if not altogether eliminated, if the revision of allowance is made promptly, which we think should be possible with the new arrangements we have proposed.

381. Officers of representational grades have always been allowed the facility of taking Indian servants abroad at Government cost. We feel that this concession should continue. But we feel that there should be no rigidity in this matter and that an officer should be allowed the discretion of employing either Indian or local servants or a combination of both according to his convenience. The complement of domestic servants considered necessary at each station is prescribed by the Government on the recommendation of the Inspectors. There is bound to be some variation between stations in one region and another. For example, full-time local servants may be more readily available at lesser cost in an Asian country but they may be highly expensive in a Western country where part-time help on a generous scale will have to be provided. But, within these variations, the quantum must be more or less standardised for each category of officers in the representational grades according to functional needs without relating it entirely to the level of wages prevailing in a particular country at a given time.

382. The standard wages admissible in respect of Indian servants were fixed many years ago and officers are experiencing much difficulty in securing at these rates the services of good and reliable servants, willing to serve outside the country for long periods. These rates need to be revised and also made more uniform for all the regions of the world.

Exchange facilities

383. In some countries, where exchange facilities are not freely available, members of the mission are permitted to draw a small portion of their emoluments in a convertible currency like pound sterling (and sometimes US dollars) to enable them to import household goods and other articles which are either not available locally or are exorbitantly priced. This facility has not been extended to all missions and in many cases the quota allowed is too meagre. Since no loss of foreign exchange is involved as remittances to the mission are in any case made in foreign currency, we feel that there is room for a more liberal dispensation in this regard.

Home Leave

384. The existing concessions relating to home leave appear to be generally satisfactory but it was represented to us that most officers are not able to avail themselves of them after the prescribed interval because of the exigencies of service and the shortage of officers in many missions. We have earlier emphasised the need for IFS officers to return to India at regular intervals for renewing their contact with the country. We urge, therefore, that both officers and staff should be enabled and indeed encouraged to take their leave regularly in India. A significant improvement in this regard in respect of IFS officers should be possible with the expansion of the IFS cadre proposed by us.

385. We understand that Indian servants accompanying representational officers abroad are allowed home leave journey only once in three years while the officer and his family are allowed to visit India once every two years. This divergence in the timing of the leave causes much inconvenience to the servants and the officers and we suggest an amendment of this rule to enable the servants to accompany the officer to India.

386. The different members of the officer's family can perform the journey to India or back separately provided all the passages are utilised within a period of six months. This restriction appears to be causing hardship. We recommend a liberalisation of the rule in this regard to enable the officer and the different members of his family to avail themselves of the passages separately, when necessary, but within a total period of one year.

Special Passages

387. The facility of two "emergency" return air passages to India during the whole service of an officer to enable him or his wife to come urgently home in connection with the serious illness or death of a parent or the marriage of his daughter was available till some years ago in recognition of the traditional family ties and obligations which render the presence of the officer or his wife necessary in such circumstances. This has now been merged into the ordinary home leave passages earned by the officer. We believe that the special reasons which justified the grant of this concession still hold good and the facility now afforded under the rules of accumulating up to two sets of home leave passages does not go far enough to meet them. We recommend, therefore, the restoration of this concession but would limit the number of such special passages to one only, and not two as before, during the entire service of the officer.

Children's Education Allowance

388. An allowance of Rs. 80 per month per child is at present admissible in respect of children receiving education in boarding schools in India, or abroad; if the child is staying with relatives or friends in India and is attending school as a day scholar then the allowance is restricted to Rs. 50 per month. The allowance is admissible for a maximum of two children between the ages of 5 and 18.

389. Many officers of the Foreign Service leave their children, especially at the higher secondary level and beyond, in residential schools in India for lack of facilities abroad and the need for continuity of the medium of instruction and system and curriculum of education, and the desire to give the children an opportunity to grow up in an Indian environment. More would do so if the difficulty now experienced by them in securing admission for their children in good schools can be eased. We

suggest for the Government's consideration the possibility of entering into a special arrangement with selected schools in the country which will be prepared to show consideration in the matter of admission of children of Foreign Service officers. The schools in question may have problems of accommodation—especially residential. We think it would be appropriate for the Government to assist them with a suitable financial grant for the construction of additional buildings or other amenities.

390. We recognise the considerable financial strain involved in maintaining a child at school in India, while the officer himself is abroad. Since the allowance of Rs. 80 was fixed, many years ago, the cost of education has gone up substantially. We recommend, therefore, that the rate should be raised to Rs. 120 per month per child at a boarding school and Rs. 75 per month per child living with relatives or friends.

391. Notwithstanding the facilities which may be made available for educating children in India it is not unnatural that officers may prefer to keep one or more of their children with them or near them in another foreign station. It was represented to us that the present flat rate of Rs. 80 per month is unrealistic and unrelated to the actual cost of educating a child abroad. We understand that the earlier intention under the rules of reimbursing the actual expenditure subject to a ceiling for each station has been abandoned because of the very considerable practical difficulties in arriving at appropriate ceilings in respect of standard schools at each station. We recognise that the cost of education abroad is high and the present allowance of Rs. 80 per month per child inadequate in most cases. We recommend, therefore, that the actual expenditure may be reimbursed to the officer subject, however, to a maximum of Rs. 120 per month per child, which would have been the extent of Government's liability if the child had been educated in India.

Children's Holiday Passages

392. One of the major handicaps of the Foreign Service is the separation it entails between parents and school going children left in India. At present one return air passage per year is granted for a maximum of two children receiving education in India between the ages of 8 and 18 to join their parents at the foreign station during the long vacation. It was represented to us that this was inadequate and that the frequency of passages should be raised to two per year. We have sympathy for the anxiety of the parents in the Foreign Service to have more frequent contact with their children staying in India and also the difficulty they may have in making arrangements for the stay in India during the second or shorter vacation of children studying at boarding schools. But, we regret that we are unable to recommend any increase in the number of passages.

393. This concession is not presently available to officers in respect of a child studying in another country. We feel that this restriction causes needless and perhaps unintended hardship and would, therefore, recommend that the concession should be admissible in respect also of such children studying abroad in a country other than where the officer is serving, subject, however, to the condition that the liability of Government would be restricted to the cost of the passage from India to the station where the officer is serving.

394. We were also told that the present upper age limit of 18 is too restrictive since many children are left behind to continue their college education beyond that age. There is much force in this and we propose that the upper age limit should be raised to 20, provided that the boy or girl is at a university and is not married.

395. Some minor conditions imposed by the present rules appear to be causing much avoidable hardship in their operation, e.g., the restriction of the concession to the long vacation, the insistence on a minimum period of stay with the parents of six weeks, the rule that holiday passages are admissible only if the long vacation of the child starts after six months from the date of departure from India of the officer or his wife or ends before six months of the anticipated return of the officer to India on transfer or on home leave. We recommend the removal of these conditions with a view to enabling the parents to have their children once in every period of twelve months, reckoned from the date of departure of the officer from India, during any vacation and for any length of time according to their convenience.

Special Allowance for service in hard stations

396. We have already recommended the abolition of the present classification of stations. The normal term of duty for officers and staff will in future be four years at all stations except that it will be limited to three years in respect of those which may be designated as "hard" stations. The classification of a station as "hard" will be determined with reference to the climate, altitude and such other factors, the lack of amenities of life and recreational opportunities and the inadequacy of educational or medical facilities.

397. Mid-term home leave after 18 months' service will be available to all officers and staff serving at "hard" stations. To make service at such stations more attractive, we recommend in addition the payment of a special allowance. In our opinion, a uniform fixed rate of monthly allowance ranging between Rs. 100 to Rs. 250 for the different categories of staff and officers, including the Head of Mission, should be reasonable.

Medical assistance

398. For securing an improvement in medical assistance abroad it would be necessary to vest far more delegated authority in the Ministry of External Affairs in interpreting and applying the rules than it now possesses. We recommend an early review of these rules with a view to placing greater reliance as well as responsibility on the Ministry of External Affairs itself for their administration.

399. In 1962, proposals for liberalising some of the concessions under the Assisted Medical Attendance Scheme relating, among other things, to recovery of diet charges, reimbursement of the cost of medicines, consultation fees of specialists, of expenditure on X-ray and other tests etc. were approved by the Government in principle but had to be held in abeyance on account of the emergency which followed. We feel that indefinite deferment of these improvements in medical facilities abroad on the ground of economy is not justified and would urge the Government to give effect to the liberalisation of the rules already agreed upon.

400. Medical facilities available at some stations are generally poor, or inadequate in respect of specialist treatment of certain ailments or complicated cases. Treatment at an alternative station can be had only in exceptional circumstances and the procedure for sanctioning reimbursement of the expenditure is complicated. We suggest for the Government's consideration that a nearest alternative station in the same region, where better facilities are available, should invariably be fixed in advance in all such cases. Members of the mission will thus have the benefit of better medical attendance; at the same time, the liability of the Government will be clearly defined.

Travel by air

401. Until some years ago, the normal mode of travel for all officers and staff on transfer abroad was by sea. With a view to utilising more fully the spare capacity of Air India and achieving some economy in the expenditure of foreign exchange, travel by air to all stations connected by Air India services has now been introduced in respect of officers of the rank of First Secretary and above. The new arrangement has no doubt made possible a quicker turn-round of officers but it has resulted in some hardship on account of the continuance in force of certain rules, regarding the handling of heavy baggage and the admissibility of expenses connected with it, which were reasonable in connection with sea travel but are no longer so in the context of air travel. The expenditure on packing personal and household effects for shipment as freight is much higher than when the baggage accompanies the officer in the same ship and the transfer grant may not adequately cover this increased expenditure. Restrictions on the travel

of entitled Indian servants by air are also causing inconvenience. A revision of these rules has apparently not been undertaken so far because air travel had been introduced on an experimental basis. Now that it has come to stay, we suggest that the regulations relating to travelling allowance, transfer grant etc. should all be reviewed to the extent necessary.

402. Advantage may be taken of this opportunity to review also the adequacy of the present ceilings in respect of transport of baggage allowed to senior officers, especially Heads of Mission. We understand that the present limit which is uniform for all Class I officers is insufficient.

403. While air travel should be the normal method of travel in future in respect of the approved categories of officers, there should be no objection to permitting an officer to travel by sea, particularly on Indian ships (passenger or cargo), the voyage time being treated as leave and the passage costs in rupees as well as foreign exchange being restricted to what would have been expended had the officer travelled by Air India.

Outfit Allowance

404. Apart from the addition of the payment of a renewal outfit allowance to an officer after ten years' service, there has been no substantial modification in regard to this concession since the Indian Foreign Service Rules were originally framed. The quanta of the different allowances have remained at the levels at which they were fixed at the time of the inception of the Foreign Service. We presume that the Government will review, to the extent necessary, these rules and the amounts of allowance payable.

Grade structure

405. At the time of the constitution of the Indian Foreign Service the Government had taken the decision that the pay structures of the Service would follow those of the Indian Administrative Service except for the super time-scale posts in the Indian Foreign Service which were grouped into five grades ranging from Rs. 1800—2000 per month at one end to Rs. 3000 at the other.

406. Last year, while reviewing the strength in these grades, it was decided to abolish the middle Grade III, with a view to simplifying the grade structure and to bring it into conformity with pay scales obtaining in India. Consequently, there are now in existence only four grades which are roughly comparable to the Selection Grade, and the super time-scale posts available at the Central Secretariat in Delhi for the Indian Administrative Service. We consider this arrangement suitable.

407. We believe that there is considerable advantage in maintaining parity in time-scales and grades between the Indian Foreign Service and the Indian Administrative Service because it makes for greater homogeneity and recommend its continuance.

CHAPTER X

CONCLUSION

408. The recommendations we have made cover a wide range and are designed to make the Indian Foreign Service more efficient than it is now.

409. For facility of reference we give below a summary of our principal recommendations.

The role of the Foreign Service in a changing World

410. In the context of the changes in the international scene and the growing commitments of India abroad, the role of the Foreign Service will become increasingly important; its tasks will become much more exacting, especially in the promotion of our trade (para 49). The Foreign Service should be made an effective instrument for attaining our foreign policy goals (para 50).

411. It will be prudent to plan for an expansion in our representation abroad and in the cadre and resources of the Foreign Service (paras 51-54).

The Ministry of External Affairs

412. The primary responsibility for the conduct of foreign relations vests in the Ministry of External Affairs (paras 55-56). Relations of other Ministries with foreign Governments should be co-ordinated by the Ministry of External Affairs (paras 57-58). The Ministry should develop adequate competence within itself and effective inter-departmental liaison for discharging this responsibility (paras 59-61).

413. The Ministry should be headed at the official level by an officer who can help in the pursuit of an integrated policy and speak with authority for the Ministry as a whole (para 63). A post with the designation of Secretary-General (or other appropriate designation) should be created for this purpose (para 64.)

414. Purposive planning is today indispensable for the conduct of foreign relations (paras 66-67). The Policy Planning and Review Committee should be made a permanent body under the chairmanship of the Secretary-General (para 70); and the Policy Planning Division strengthened with the necessary research staff (para 75).

415. Work should be distributed evenly among the Secretaries without burdening the Secretary-General with too much departmental work (para

76). Heads of Division should preferably be Joint Secretaries (para 79). Desk officers should not be burdened with too large an area (para 80). The officer-oriented staffing pattern should be extended to cover all divisions (para 81). The Secretaries should have more time to devote to higher policy matters; there should be greater delegation of responsibility to Heads of Division (para 83).

416. Sharing, vertical and lateral, of information and views among all the divisions is essential (paras 84-85). A new Division for parliamentary work and co-ordination should be set up (paras 87-88). Communication between the Ministry and Missions should be efficient (para 89). A network of two-way telex communication with missions should be established (para 90). Personal contact with and among representatives abroad should be encouraged through more regional conferences (para 91).

417. The Ministry should discuss with the Ministry of Finance the methods by which budgeting arrangements could be improved and greater powers of reappropriation and spending within its budget grant given to it (para 93). Greater delegation of powers within the IFS Rules to the Ministry as well as to the missions is desirable; administrative procedures should be simplified (para 94). A Pay and Accounts Office should take over the accounts of the Ministry and missions abroad (para 95).

418. Administration should be in charge of a full time Additional Secretary (para 97). A permanent inspectorate in charge of a Joint Secretary should inspect all missions (paras 99-100). An efficiency assessment of the missions' performance may also be made by Secretaries when possible (para 101).

419. A trained officer should be appointed to modernise filing procedures and systems and for weeding out records (para 102). The Ministry should have proper accommodation of its own and reallocation of accommodation in South Block should be speeded up (para 104).

420. Research Officers should be given occasional foreign assignments; IFS officers may also be used for research work (para 107). Pay scales and related matters of Research Officers should be examined (para 108). The Historical Division should be called the Research and Reference Division (para 109).

421. The Legal and Treaties Division should remain an autonomous but integral part of the Ministry; the personnel of the Division should remain distinct from the Foreign Service (para 110). Pay scales of legal officers may be reviewed to the extent necessary (para 111). An outstanding research officer or legal officer may occasionally be taken into IFS (para 112).

A unified Foreign Service: Personnel problems and tasks

422. Diplomatic work forms the base for all functional tasks of the Foreign Service (para 114). The danger of over-zealousness should be guarded against (para 116); faith in the Government's policies is essential (para 117); these principles are well understood in the Foreign Service (para 118). Any tendency towards self-righteousness or timidity can be corrected by training (para 119). The representative should always be kept fully informed of all developments and current thinking in the Government (para 120).

423. Representational activity is not confined to one method or medium (para 121). Entertainment is of much value to the diplomatist in his work (para 122); facilities afforded for this purpose should be fully adequate (para 123). Entertainment offered must be of good quality and well regulated to cover contacts over a wide range (para 124). Present system of individual representational grants for each officer should continue (para 125). A lump-sum grant should be sanctioned for entertainment at restaurants (para 126).

424. Economic and commercial work forms an indivisible part of Foreign Service work and should be handled by officers of a single IFS cadre (para 129). Recruitment of personnel from Industry and Commerce except through the regular machinery of over-age entry is not advisable (para 130). There should be greater awareness within the IFS of the importance of this branch of its work (para 131). Preparation of officers for this work needs greater attention (para 132). A few officers may be assigned to the Central Economic Pool as associate members (para 133). A substantial increase in the officer resources devoted to commercial work abroad is necessary (para 134). Prompt transmission of economic and commercial information to missions should be coordinated by the Economic Division (para 135). Commercial officers should concern themselves more with promotional activities (para 136).

425. Information work can and should be done by Foreign Service officers themselves (para 137). Expertise for this purpose should be developed within the IFS through career planning and training (para 138). Every Foreign Service officer abroad should be public relations conscious (para 139).

426. Consular instructions need to be reviewed (para 140). The standard of courtesy of missions in dealing with the public should be improved; Indian residents and visitors should be given all assistance permissible under the rules (paras 141-142). Missions should take greater interest in Indian students abroad (para 143).

427. Ability and suitability should be the preponderant factors governing promotions to selection grades; practice in this regard needs to be brought into line with policy enunciated in the Rules (paras 145-147). Impartiality and objectivity should govern all assessments for promotion (para 148). The character rolls must be maintained up-to-date (para 151) and reporting tightened up (para 152). The powers of review for premature retirement should be fully exercised (para 153).

428. Selection of Officers for work at headquarters and for different assignments abroad should be more carefully made (paras 154-155). A Head of Mission should be chosen with due regard to his capacity and fitness for the post (para 156).

429. A frequent return to India on a home posting is necessary for renewal of contact with the country (paras 157-158). Opportunities for this can be increased by posting IFS officers to other Ministries of the Government of India in exchange for IAS and other officers for service under the Ministry of External Affairs: such cross postings will benefit the Administration (para 159). Bharat Darshan tours and contact with universities will be useful (para 160).

430. A knowledge of languages is essential in the Foreign Service (para 161). Planned development and utilisation of language ability in the IFS needs improvement (para 162). The Ministry should concentrate first on the major languages (para 163). Lump-sum rewards for requalification in compulsory and optional languages will encourage language proficiency (para 165).

431. Specialisation in different fields should be developed within the Service without impairing the versatility of its members (para 166). A special allowance should be paid to officers who have to serve in difficult posts (para 169).

432. There is need for planned career development of every officer (para 170). Planning should be flexible and take preferences of officers into account (para 171). Present classification of stations and strict rotation of officers among them should be abandoned (para 172). Normal term of duty should be four years except at difficult posts where it will be three years: term of duty should be flexible norm and not fetter the Ministry's discretion to retain officers, especially on the commercial and information sides, for longer periods (para 173).

External Publicity

433. Long-term publicity is concerned with the projection abroad of a proper image of India (paras 175-177). Current publicity seeks to explain and gain acceptance for our foreign policy objectives and actions (paras 178-179).

434. Conduct of external publicity should remain with the Ministry of External Affairs (para 185). There should be close collaboration with the Ministry of Information & Broadcasting and effective day-to-day coordination (paras 186-187).

435. The Joint Secretary in charge of publicity should not be burdened with other duties (para 189). Within existing limitations missions abroad are kept well informed; teleprinter link with them should, however, be further extended (paras 191-192). Forward planning of publicity is essential (para 193). Publicity should be oriented to the needs of different areas; information officer should work within the territorial Division while remaining under the over-all control of X.P. Division (paras 195-196). The official spokesman should have greater authority and discretion and be brought into closer association with policy making organs (para 199). Adequate briefing and continuous guidance of foreign as well as Indian correspondents are essential (paras 201-203).

436. Success of publicity abroad will depend on the attitude and interest of the Head of Mission himself (para 205). Information officers should concentrate on effective public relations; they should know the local language; funds for touring and entertainment should be adequate; assistance of junior officers should be provided in more important missions (para 206). The tenure of successful information officers may be extended to five years or even longer (para 207). Publicity units should be opened in another 20 missions in a phased manner (para 208).

437. Material for inclusion in news bulletins should be carefully chosen and sent from headquarters in a finished form (para 209). Greater selectivity and promptness in despatch of features and photographs is desirable (para 210). X.P. Division as well as publicity units should have more modern facilities for transcription and mailing (para 211). The production of pamphlets and brochures should be planned in advance; more attention should be given to quality and needs of different areas; material in foreign languages should be produced abroad; a panel of good script writers should be maintained; all these improvements will cost more money (paras 212-216).

438. Documentary films and film strips exclusively designed for external publicity should be produced according to a planned programme; all films should carry commentaries in major languages; X.P. Division should bear full cost of this programme; an officer of the Division may be stationed in Bombay for achieving closer liaison with the Films Division (para 222).

439. The use of the External Services of All India Radio for furthering our foreign policy objectives has been neglected; weak transmitters and indifferent programme policies have greatly affected impact (paras 223-225). The Ministry of External Affairs should be responsible for

deciding the number, duration and content of the services and allocate funds from its own budget (para 226). The appointment on deputation of an IFS officer to take charge of External Services will encourage greater co-ordination (para 227).

440. Publicity agencies should be used when circumstances justify the extra cost (para 228). Libraries should be better maintained (paras 229—231).

441. While information work abroad will normally be done by members of the Foreign Service, a professional expert may be appointed in exceptional cases (paras 232-233). The indefinite continuance of a separate group of officers doing information work is not desirable; therefore, as many as are found suitable should be taken into the IFS and the rest given the option of being absorbed in the IFS (B) (paras 234-235).

442. More effective performance in publicity cannot be attained without more expenditure (para 236).

Recruitment

443. Recruitment through the competitive examination held by the UPSC ensures a fair and representative selection (para 240). Higher Services under the Government do not have the same degree of attractiveness today as in the past (paras 241—245). Notwithstanding the progressive increase in recruitment, the quality of recruits to the I.F.S. is being maintained (paras 246-250). The present method of recruitment is the best for securing officer material for the IFS (para 252). Proposal for deferred recruitment to the IFS through IAS is not desirable (paras 254—259). Marriage is the main reason for the wastage of women officers; an effort may be made to transfer married women officers, when necessary, to the IAS on an exchange basis (paras 262—264).

444. In addition to the inclusion of "International Organisations & Relations" among the optional subjects for the examination an advanced paper on International Law may be included among the additional subjects (para 268). Languages are already included among the optional subjects and need not be made compulsory (para 269). An assessment of personality is essential for the selection of candidates for the IFS; the marks for the Personality Test should be retained at 400 (para 272). There is no case for the revival of the qualifying minimum (para 273).

445. Taking the requirements of the future and other factors into account, an expansion of the IFS cadre to about 550 over the next ten years would appear necessary (paras 276-277). This would necessitate recruitment through the examination of 15 per annum during the next three years and more thereafter (para 278).

446. Recruits drawn through the examinations will form the predominant element in the Service; the Service can, however, be strengthened by the induction of men with special qualifications through over-age entry; an average of two to three per annum may be taken after 1968 from candidates with high qualifications between the ages of 28—35 (paras 279—282).

447. Officers of the IAS and other Services may be borrowed to the extent necessary until the IFS cadre has expanded sufficiently (para 284). Officers should be drawn from other Departments for doing specialised work distinguishable from the normal work of the Foreign Service when the work-load justifies it; they should be under the discipline of the Ministry of External Affairs (paras 285-286).

Training

448. Initial training includes professional training and preparation of the officer for life and representational work abroad (paras 288-289). A total period of training not exceeding two years would be the ideal (paras 292-293). A Directorate under a Joint Secretary should be set up for giving undivided attention to training (paras 294-295).

449. An IFS officer should be attached to the directing staff of the National Academy to provide for closer liaison (para 300). A grounding in Indian history and culture should be provided during this period (para 301). Training in the districts should come soon after recruitment; District Officers should be well chosen and the programme carefully worked out (paras 302—304). Training at the School of International Studies is important; the Directorate of Training should seek to utilise facilities available in other agencies and institutions also (paras 307-308).

450. Training in the Ministry of External Affairs should have a practical orientation and be conducted under the guidance of the Directorate of Training (paras 309—312). A good grounding in economic and commercial matters should be given (para 313). Special attention to publicity and public relations work is also necessary (para 314). Language training should preferably be given in India itself (paras 317-318). The Ministry of External Affairs should take the initiative for the setting up of an Institute of Foreign Languages (para 319). Attachment to an Armed Forces Unit and Bharat Darshan tour should be retained (paras 320-321). On his first posting abroad the officer should be made a functioning member of the Mission; the Head of Mission should take personal interest in his development (para 323).

451. Progress during probation should be carefully watched and remedial action taken when necessary (para 326). The officer should be

brought back to headquarters after two years' service abroad (para 328). This will enable the Ministry to assess as well as guide the development of the officer during his first six years' service (para 329).

452. Officers going to a new area or new functions should receive some pre-post training; Wives going abroad for the first time should get some orientation (para 330).

453. Mid-career training should receive much greater attention; attachments to orientation courses, seminars, etc. and sabbatical leave should be encouraged; the deputation reserve should be increased from 10% to 15% to facilitate the release of officers for these purposes (paras 331-336).

IFS. (B)

454. A reform in the composition of the IFS(B) is necessary, an increase in the officer grades being balanced by a reduction in staff in lower grades; such re-adjustment should be achieved over a period through a reduction in fresh recruitment, so that there is no need for retrenchment of any personnel (paras 348—351). The IFS(B) should remain one single Service as at present (para 352). General parity in scales with the C.S.S. may continue (para 353). The UDC's grade should remain but the strength may be adjusted to achieve a better balance with that in the LDC's grade (para 354).

455. No modification of the present system of recruitment of Clerks and Assistants is necessary (para 355). Fitness for Foreign Service may be assessed through a brief interview of the top few successful candidates before appointments are made (para 356). A limited competitive examination for the Assistant's grade is not recommended (para 357).

456. The quota for promotion from IFS(B) into the IFS should be raised from 10% to 15% (paras 360—362). Selection should be made on merit from among officers in Grade I with three years service (para 363). A Selection Grade above Grade I should be introduced (para 364).

457. Training of members of the IFS(B) should be given greater attention than hitherto (paras 365—368). Mid-career orientation is particularly significant for promoted officers; the Directorate of Training should assume responsibility for this (paras. 369-370).

458. A few language officers should be trained from among staff members (para 371). Language training of direct recruits to the Attache's grade should be better organised (para 372). Lump-sum rewards should be available to IFS(B) officers in the higher grades (para 373).

Conditions of Service

459. An early review of the formulae for determining foreign allowances is necessary (paras 376-377). All missions should be inspected once every three years (para 378). Machinery for revision of allowances between inspections needs to be improved (paras 379—380). The quantum of domestic help for representational officers should be standardised and standard wages for Indian servants reviewed (paras 381-382).

460. Facilities for part-drawal of emoluments in a convertible currency should be liberalised (para 383).

461. Home leave should be granted regularly to officers; conditions regulating travel of servants should be reviewed (paras 384—386). One additional special return air passage for coming urgently home should be available during the entire service of the officer (para 387).

462. A special arrangement with selected schools in the country for admission of children of Foreign Service officers should be made (para 389). Children's Education Allowance should be raised (paras 390-391). Conditions affecting the utilisation of the concession of Children's Holiday Passages should be liberalised; the upper-age limit should be raised from 18 to 20 (paras 392—395).

463. A special monthly allowance at a fixed rate should be paid to officers serving at "hard" stations (paras 396-397).

464. The Ministry of External Affairs and the Head of Mission should have more delegated authority in applying rules relating to medical assistance abroad (para 398). Proposals for liberalisation already approved in principle should be implemented (para 399).

465. The rules and concessions relating to the handling of heavy baggage, transfer grant, etc. should be reviewed consequent on compulsory travel by air (para 407). Ceilings for transport of baggage allowed to senior officers should be reviewed (para 402).

466. The adequacy of the outfit allowance may be reviewed (para 404).

467. Parity in time scales and grades between the IFS and IAS should continue (paras 405—407).

468. We are aware that many of these recommendations involve considerable increase in expenditure, including expenditure in terms of foreign exchange, and that their implementation may have to be spread over a period in view of the present financial position and the need for the utmost

economy in Government expenditure. We have thought it our duty, nevertheless, to propose measures which we consider to be necessary if the Foreign Service is to function effectively and to carry out the responsibilities assigned to it.

N. R. PILLAI,
(Chairman)

D. S. JOSHI,
(Member)

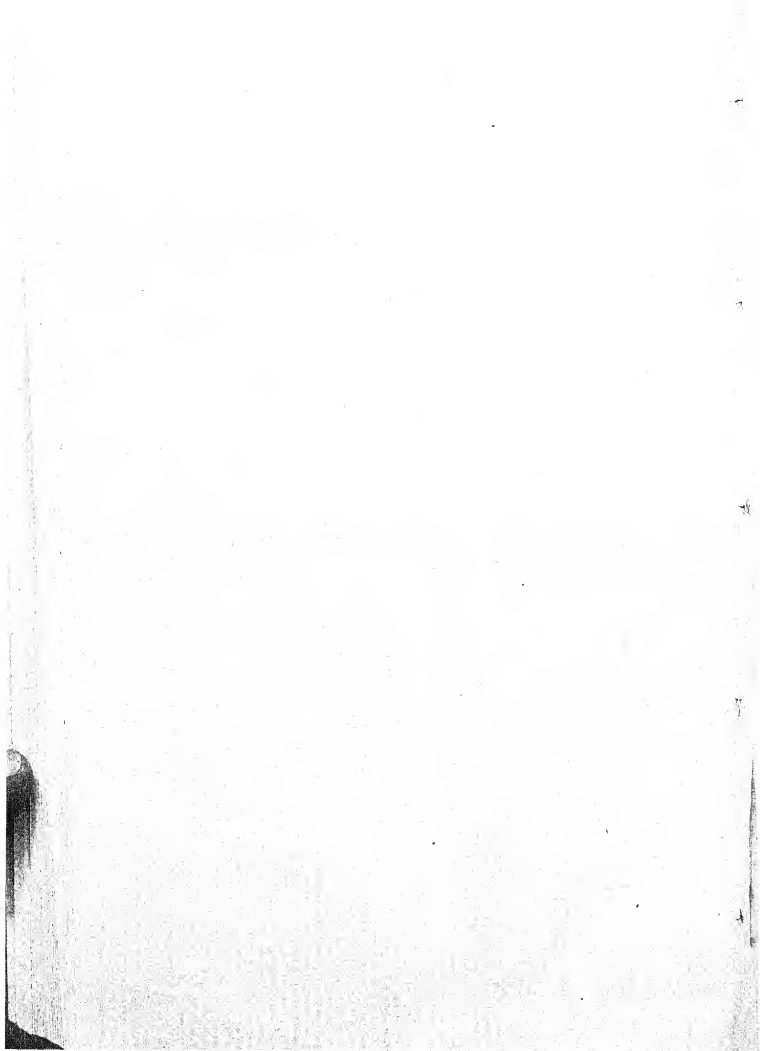
C. S. JHA,
(Member)

L. P. SINGH,
(Member)

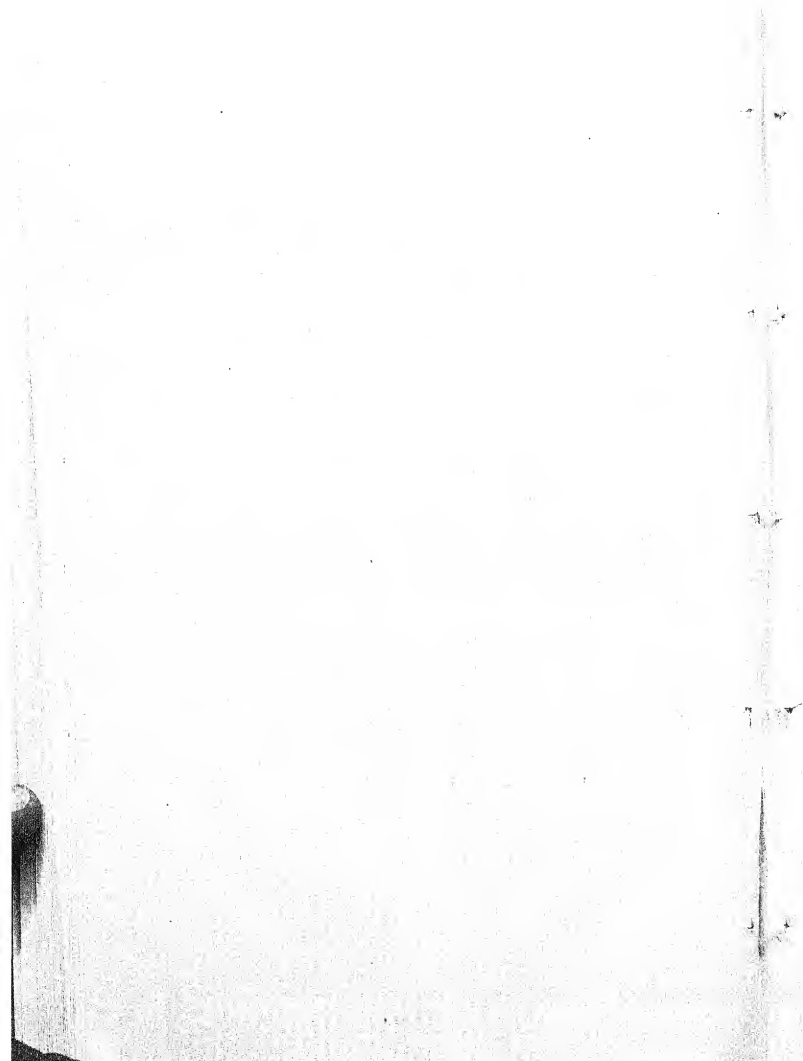
M. A. HUSAIN,
(Member)

N. KRISHNAN,
(Secretary)

17th October, 1966.



ANNEXES & TABLES



ANNEXES AND TABLES

| | |
|-------------|---|
| ANNEX A. | Press Note announcing the appointment of the Committee. |
| ANNEX B. | List of those from whom evidence, written or oral, was received. |
| ANNEX C. | Geographical distribution of Indian representation abroad. |
| ANNEX D. | Breakdown of the Budgeted expenditure of the Ministry of External Affairs. |
| ANNEX E. | Statement of IFS officers who have qualified in foreign languages. |
| TABLE I. | Distribution by domicile of candidates appointed to the IFS through the competitive examination. |
| TABLE II. | Distribution according to parents' professions of IFS officers recruited through the competitive examination. |
| TABLE III. | Graduation pattern: Distribution of Arts and Science graduates. |
| TABLE IV. | Graduation pattern: Breakdown of universities from which the officers graduated. |
| TABLE V. | Career pattern before entry into the Service. |
| TABLE VI. | Statement of ranks obtained at the examination. |
| TABLE VII. | Analysis of proportionate share of recruitment to the IFS from among the first 50 ranks. |
| TABLE VIII. | Statement of classes obtained at the University. |
| TABLE IX. | Analysis of aggregate marks, year-wise, obtained by IFS recruits. |
| TABLE X. | Analysis of marks obtained in the Written Test. |
| TABLE XI. | Analysis of marks obtained in the Personality Test. |
| TABLE XII. | Subject-wise distribution of candidates appearing for the combined competitive examination. |

PRESS NOTE

COMMITTEE APPOINTED TO REVIEW INDIAN FOREIGN SERVICE

The Government of India consider it desirable that a Committee be appointed to review the organisation and working of the Indian Foreign Service in the light of the experience gained since its inception and the changes that have taken place in India and in the world during this period. The object of such a review should be to bring about an improvement in the efficiency of the Foreign Service and in the working of Indian Missions abroad so as to make the Foreign Service better able to meet present and future needs of India's foreign policy and diplomatic representation abroad.

2. The Government of India have accordingly decided to appoint a Committee consisting of:—

Chairman: Shri N. R. Pillai.

- Members:
1. Foreign Secretary—Shri C. S. Jha.
 2. Secretary, Ministry of Home Affairs—Shri L. P. Singh.
 3. Secretary, Ministry of Commerce—Shri D. S. Joshi*.
 4. Secretary, External Affairs (II)—Shri Azim Husain.

Shri N. Krishnan in the Ministry of External Affairs will act as Secretary to the Committee.

3. The terms of reference of the Committee are—

“To review the structure and organisation of the Indian Foreign Service, with particular reference to recruitment, training and service conditions, and to consider any other matters conducive to the strengthening and efficient functioning of the Service at Headquarters and abroad, and make recommendations to Government.”

1. The Committee should submit its report to the Government by 31st January, 1966.

June 15, 1965
New Delhi, Jyaishta 25, 1887

*Shri D. S. Joshi continued to serve as a member of the Committee even after his appointment as Cabinet Secretary on 27th June, 1966.

LIST OF THOSE FROM WHOM EVIDENCE, WRITTEN OR ORAL, WAS RECEIVED

1. Shri T. T. P. Abdulla
2. Shri B. K. Acharya
3. Dr. A. Appadorai
4. Shri M. R. A. Baig
5. Shri J. S. Bali
6. Shri N. C. Banerjee
7. Shri P. K. Banerji
8. Shri S. K. Banerji
9. Shri G. L. Bansal
10. Shri C. Bhalla
11. Shri Prem Bhatia]
12. Shri S. Boothalingam
13. Shri P. K. Budhwar
14. Prof. P. C. Chakravarty]
15. Shrimati Renu Chakravarty, M. P.
16. Shri S. N. Chakravarty
17. Shri A. K. Chanda
18. Shri Khub Chand
19. Shri Suresh Chandra
20. Shri E. Charlton
21. Admiral A. K. Chatterjee
22. Shri D. N. Chatterjee
23. Shri R. S. Chavan
24. Shri A. S. Chib
25. Shri V. H. Coelho
26. Shri Durga Das
27. Shri S. K. Datta
28. Shri Rajeshwar Dayal
29. Shri J. N. Dhamija
30. Shri A. S. Dhawan
31. Shri J. C. Dhawan
32. Father D'Souza
33. Shri Narainder Garg
34. Shri Tushar Kanti Ghosh
35. Shri K. P. Goenka
36. Shri B.K. Gokhale
37. Shri E. Gonsalves
38. Dr. S. Gopal
39. Shri P. N. Gulati
40. Shri Y. D. Gundevia
41. Shri O. P. Gupta

42. Dr. S. S. Gupta
43. Shri Gurcharan Das
44. Shri P. N. Haksar
45. Shri J. R. Hiremath
46. Shri P. C. Jain
47. Shri R. Jaipal
48. Shri J. K. L. Jalali
49. Smt. Pupul Jayakar
50. Shri A. N. Jha
51. Shri B. N. Jha
52. Shri D. A. Kamat
53. Admiral R. D. Katari
54. Shri T. N. Kaul
55. Dr. Kesawindra
56. Shri K. R. C.F. Khilnani
57. Dr. J. N. Khosla
58. Shri T. T. Krishnamachari, M.P
59. Shri Surinder Kumar
60. Shri Rang Bihari Lal
61. Shri H. K. S. Lindsay
62. Shri A. Madhavan
63. Maharao of Kutch
64. Shri L. L. Mahrotra
65. Dr. B. Malik
66. Shri G. J. Malik
67. Shri A.D. Mani, M.P.
68. Shri M. R. Masani, M. P.
69. Shri P. C. Mathew
70. Dr. Jivaraj N. Mehta
71. Shri J. S. Mehta
72. Dr. M. S. Mehta
73. Shri Anthony G. Meneses
74. Shri K. P. S. Menon
75. Smt. K. Rukmini Menon
76. Shri N. B. Menon
77. Shri P. A. Menon
78. Shri P. N. Menon
79. Shri V. K. Krishna Menon, M. P.
80. Shri Dharam Vir Mohan
81. Shri Frank Moraes
82. Shri Hiren Mukherjee, M. P.
83. Prof. K. Satchidananda Murty
84. Shri V. S. Murty
85. Shri D. S. Nagar
86. Shri M. S. Nair
87. Shri Shriman Narayan
88. Shri Narendra Singh
89. Shri Jagat Narain

90. Shri Nath Pai, M. P.
91. Shri Shiam Sunder Nath
92. Shri R. K. Nehru
93. Shri K. V. Padmanabhan
94. Shri S. B. Padmanabhan
95. Smt. Vijaylakshmi Pandit, M. P.
96. Shri Apa B. Pant
97. Shri G. S. Pathak, M. P.
98. Shri M. G. Pimpurkar
99. Shri Y. K. Puri
100. Shri N. Raghavan
101. Dr. M. S. Rajan
102. Shri R. G. Rajwade
103. Shri Bharat Ram
104. Shri K. Rangaswami
105. Shri N. V. Rao
106. Dr. K. Krishna Rao
107. Shri Raghunath Rao
108. Shri M. Chalapati Rau
109. Shri A. Raychoudhri
110. Shri S. K. Roy
111. Shri J. N. Sahni
112. Shri M. S. Sait
113. Dr. V. Sarabhai
114. Shri Chanchal Sarkar
115. Shri V. V. K. Sastry
116. Shri R. R. Saxena
117. Shri A. K. Sen, M. P.
118. Shri H. B. Sethi
119. Lt. Col. Maharaja Manabendra Shah of Tehri Garhwal, M. P.
120. Shri S. Bikram Shah
121. Dr. G. C. Sharma
122. Shri S. K. Sharma
123. Shri V. Sidharthachary
124. Shri H. K. Singh
125. Dr. Karan Singh
126. Shri M. Soundrarajan
127. Shri C. J. Stracey
128. Shri S. Subramanian
129. Shri P. L. Tandon
130. Dr. Tara Chand
131. Shri J. R. D. Tata
132. Shri B. L. Thadani
133. Shri B. F. H. B. Tyabji
134. Shri M. K. Vellodi
135. Shri R. Venkataraman
136. Shri H. C. Verma
137. Shri V. C. Vijayaraghavan
138. Shri Dharam Vira

- 139. Shri N. N. Wadia
- 140. Shri N. M. Wagle
- 141. Indian Chambers of Commerce, Coimbatore
- 142. Indian Society of International Law
- 143. I.F. S. Association :
 - Shri V. K. Ahuja
 - Kumari C. B. Muthamma
 - Shri M. Rasgotra
 - Shri K. P. S. Menon
 - Shri J. C. Ajmani
- 144. I. S. I. Association :
 - Shri S. D. Kalelkar
 - Shri T. Pande
 - Shri Z. L. Kaul
- 145. IFS(B) (Gazetted officers) Association
- 146. IFS(B) Association
- 147. IFS(B) (personal staff) Association

ANNEX. C

GEOGRAPHICAL DISTRIBUTION OF INDIAN REPRESENTATION ABROAD.

| | Africa | Americas | Asia | Europe | Australia & Oceania |
|---|--------|----------|------|--------|------------------------|
| Resident Indian Missions or Posts. | 18 | 8 | 28 | 19 | 3 |
| Concurrent accreditation : | | | | | |
| (a) Resident Missions under First Secretary/Charge d' Affairs | 1 | 2 | 2 | 1 | |
| (b) Non-Resident | 15 | 17 | 4 | 8 | |
| Subordinate Posts | 1 | 3 | 10 | 5 | 1 |
| <i>Personnel</i> | | | | | |
| <i>Heads of Missions</i> | | | | | |
| Non-IFS | 4 | 4 | 8 | 5 | |
| I.F.S. | 13 | 4 | 17 | 14 | 3 |
| <i>IFS Officers.</i> | | | | | |
| Senior Scale and above | 11 | 19 | 25 | 30 | |
| Junior Scale. | 6 | 5 | 9 | 16 | |
| <i>IFS (B) Officers :</i> | | | | | |
| Grade I | 13 | 9 | 29 | 17 | 2 |

ANNEX. D.

BREAKDOWN OF THE BUDGET GRANT (1966-67) CONTROLLED BY THE
MINISTRY OF EXTERNAL AFFAIRS

(In lakhs of rupees)

| | | | | | | | | | | |
|--|---|---|---|---|---|---|---|---|---|-----------------|
| (i) Salaries and allowances | . | . | . | . | . | . | . | . | . | 5,72.64 |
| (ii) Travelling allowance | . | . | . | . | . | . | . | . | . | 37.85 |
| (iii) Postage & Telegrams | . | . | . | . | . | . | . | . | . | 67.40 |
| (iv) Rents | . | . | . | . | . | . | . | . | . | 1,50.80 |
| (v) External Publicity | . | . | . | . | . | . | . | . | . | 43.44 |
| (vi) Other charges | . | . | . | . | . | . | . | . | . | 3,61.85 |
| (vii) Central Passport Organisations | . | . | . | . | . | . | . | . | . | 26.68 |
| (viii) Contributions to International Organisations, Technical and other Aid | . | . | . | . | . | . | . | . | . | 17,03.05 |
| Total | . | . | . | . | . | . | . | . | . | <u>29,63.71</u> |

IFS OFFICERS WHO HAVE QUALIFIED IN FOREIGN LANGUAGES

| Language | Compulsory | Optional |
|--------------------------|------------|----------|
| Arabic | 16 | 4 |
| Burmese | 1 | .. |
| Chinese | 10 | 1 |
| French | 58 | 27 |
| German | 21 | 7 |
| Indonesian | 1 | .. |
| Italian | 1 | 2 |
| Japanese | 5 | .. |
| Swahili | 1 | .. |
| Malayan | .. | 1 |
| Persian | 9 | 5 |
| Polish | 1 | 1 |
| Portuguese | 1 | 1 |
| Russian | 18 | 2 |
| Serbo Croatian | 1 | .. |
| Sinhalese | 1 | 1 |
| Spanish | 17 | 5 |
| Swedish | .. | 2 |
| Thai | 1 | .. |
| Tibetan | 1 | .. |

Note.—This includes only those who have qualified at the examination prescribed by the Ministry of External Affairs.

TABLE—I

Statement showing the domicile distribution of candidates appointed to the I.F.S. during the years 1948-1965 on the results of the combined competitive examination held during the years 1947-64.

| Year of Examination | A.P. | Assam | Bihar | Delhi | Guja- rat | J & K | Kera- la | M. P. | Mad- ras | Mei- ra- tra | |
|---|------|-------|-------|-------|--------------|-------|-------------|-------|-------------|--------------------|-------|
| 1947. | . | . | . | .. | 1 | .. | 1 | .. | 1 | 1 | |
| 1948. | . | . | . | .. | .. | .. | .. | .. | .. | .. | |
| 1949. | . | . | . | .. | .. | .. | .. | .. | 1 | .. | |
| 1950. | . | . | . | .. | .. | .. | 1 | 1 | 1 | .. | |
| 1951. | . | . | . | .. | 1 | 1 | 1 | .. | 1 | .. | |
| 1952. | . | . | . | .. | 1 | .. | 2 | 1 | .. | .. | |
| 1953. | . | . | . | .. | .. | .. | .. | .. | 1 | 1 | |
| 1954. | . | . | . | .. | .. | .. | .. | .. | .. | 2 | |
| 1955. | . | . | . | .. | 1 | .. | .. | 1 | 2 | 1 | |
| 1956. | . | . | . | 2 | 1 | .. | .. | .. | 1 | 3 | |
| 1957. | . | . | . | 1 | 1 | 1 | 1 | .. | .. | .. | |
| 1958. | . | . | . | 1 | 1 | .. | .. | .. | 2 | 1 | |
| 1959. | . | . | . | .. | 3 | 1 | .. | .. | .. | .. | |
| 1960. | . | . | . | .. | .. | 1 | .. | .. | .. | 2 | |
| 1961. | . | . | 1 | 2 | 2 | 1 | .. | .. | 1 | 1 | |
| 1962. | . | . | .. | 1 | 3 | .. | 1 | .. | 1 | 3 | |
| 1963. | . | . | .. | 1 | 2 | .. | 1 | 2 | 1 | 3 | |
| 1964. | . | . | 1 | 1 | 4 | 1 | 4 | .. | .. | 1 | |
| TOTAL | . | 1 | 4 | 6 | 21 | 6 | 13 | 3 | 13 | 19 | |
| Percentage | . | 0.58 | 2.32 | 3.49 | 12.21 | 3.49 | 0.58 | 7.56 | 1.74 | 7.56 | 11.05 |
| Percentage population of State to Union population: | | | | | | | | | | | |
| | | 8.20 | 2.71 | 10.59 | 0.61 | 4.70 | 0.81 | 3.85 | 7.38 | 7.68 | 9.02 |

TABLE—I—(contd.)

Statement showing the domicile distribution of candidates appointed to the I.F.S. during the years 1948-1965 on the results of the combined competitive examination held during the years 1947-64.

| Year of Examination | Mysore | Ori- ssa | Pun- jab | Raja- sthan | U.P. | W.B. | Mani- pur | H.P. | Naga- land | Total |
|---|--------|-------------|-------------|----------------|-------|------|--------------|------|---------------|-------|
| 1947. | . | . | . | .. | .. | 1 | 1 | .. | .. | 6 |
| 1948. | . | . | . | 2 | .. | 1 | .. | .. | .. | 4 |
| 1949. | . | . | . | .. | 1 | .. | 1 | .. | .. | 3 |
| 1950. | . | . | . | .. | .. | .. | 1 | .. | .. | 4 |
| 1951. | . | . | . | .. | .. | 1 | .. | .. | .. | 5 |
| 1952. | . | . | . | .. | 2 | 1 | .. | .. | .. | 7 |
| 1953. | . | . | . | 1 | .. | .. | 1 | .. | .. | 4 |
| 1954. | . | . | . | .. | 3 | 1 | 2 | .. | .. | 8 |
| 1955. | . | . | . | 1 | .. | 1 | 2 | 2 | .. | 11 |
| 1956. | . | . | . | .. | .. | .. | 2 | 1 | .. | 10 |
| 1957. | . | . | . | .. | 2 | 1 | 2 | 1 | .. | 10 |
| 1958. | . | . | . | 2 | .. | 1 | 1 | 1 | .. | 10 |
| 1959. | . | . | . | .. | 2 | .. | 3 | .. | .. | 9 |
| 1960. | . | . | . | 1 | .. | 4 | 2 | .. | .. | 10 |
| 1961. | . | . | . | .. | 1 | 1 | 1 | 1 | .. | 15 |
| 1962. | . | . | . | .. | 1 | 4 | .. | 1 | 1 | 16 |
| 1963. | . | . | . | 1 | .. | 3 | .. | 3 | 2 | 19 |
| 1964. | . | . | . | .. | 2 | 3 | 3 | 1 | .. | 21 |
| TOTAL | . | . | 8 | 2 | 27 | 7 | 28 | 13 | .. | 172 |
| Percentage | . | . | 4.65 | 1.16 | 15.70 | 4.07 | 16.28 | 7.56 | .. | 100% |
| Percentage population of State to Union population: | | | | | | | | | | |
| | | | 5.38 | 4.00 | 4.63 | 4.60 | 16.81 | 7.96 | .. | .. |

TABLE II

Distribution of I.F.S. Officers according to parent's professions

| Serial No. | Urban occupations | | Rural occupations | |
|--|-------------------|--|-------------------|--|
| 1. Government employees | 81 | Landlords | 12 | |
| 2. Teachers | 25 | Labourers | 2 | |
| 3. Business community and professions | 44 | Miscellaneous | 1 | |
| 4. Miscellaneous | 7 | | | |
| Total | 157 | Total | 15 | |
| <hr/> | | | | |
| Percentage of urban recruitment to total recruitment | 91.28% | Percentage of rural recruitment to total recruitment | 8.72% | |
| <hr/> | | | | |
| Percentage of urban population to total population | 18% | Percentage of rural population to total population | 82% | |

TABLE III

*Graduation Pattern :**Distribution of Arts and Science graduates*

| Total recruitment from 1948 to 1965 | Arts | | Science | | Percentage of pass graduates to total | Percentage of Hons. graduates to total | Percentage of Arts graduates to total | Percentage of Science graduates to total |
|-------------------------------------|------|-------|---------|-------|---------------------------------------|--|---------------------------------------|--|
| | Pass | Hons. | Pass | Hons. | | | | |
| 172 | 45 | 89 | 14 | 24 | 34.30 | 65.70 | 77.91 | 22.09 |

TABLE IV

*Graduation Pattern : Breakdown of Universities
(first degree taken)*

| Serial No. University | Total | I Class | II Class | III Class |
|----------------------------|-------|----------|----------|-----------|
| 1. Agra | 7 | 4 | 2 | 1 |
| 2. Aligarh | 2 | 1 | .. | 1 |
| 3. Allahabad | 9 | 5 | 3 | 1 |
| 4. Arramalia | 1 | 1 | .. | .. |
| 5. Bihar | 1 | .. | 1 | .. |
| 6. Banaras | 2 | 1 | 1 | .. |
| 7. Baroda | 1 | .. | 1 | .. |
| 8. Bombay | 14 | 3 | 11 | .. |
| 9. Calcutta | 12 | 2 | 8 | 2 |
| 10. Gauhati | 1 | .. | .. | 1 |
| 11. Delhi | 43 | 9 | 29 | 5 |
| 12. Gujarat | 1 | .. | 1 | .. |
| 13. Karnatak | 1 | .. | 1 | .. |
| 14. Kerala | 6 | 4 | 2 | .. |
| 15. Lucknow | 3 | .. | 2 | 1 |
| 16. Madras | 18 | 11 | 5 | 2 |
| 17. Mysore | 1 | .. | 1 | .. |
| 18. Nagpur | 4 | 3 | 1 | .. |
| 19. North Bengal | 1 | .. | 1 | .. |
| 20. Punjab | 27 | 10 | 14 | 3 |
| 21. Patna | 3 | 2 | 1 | .. |
| 22. Poona | 4 | 2 | 2 | .. |
| 23. Rajasthan | 2 | .. | 1 | 1 |
| 24. Saugar | 1 | .. | 1 | .. |
| 25. Utkal | 1 | 1 | .. | .. |
| 26. Cambridge | 1 | .. | .. | 1 |
| 27. Columbia | 1 | 1 | .. | .. |
| 28. Ohio | 1 | .. | .. | 1 |
| 29. Oxford | 2 | .. | 1 | 1 |
| 30. Stanford | 1 | 1 | .. | .. |
| | 172 | 61 | 90 | 21 |
| | | (35.46%) | (52.33%) | (12.21%) |

TABLE V

Career Pattern after Graduation and before entry into Service

| Total recruitment from 1948 to 1965 | Post-Graduates | | | | |
|--|----------------|-----------------------|--------------------|------------------------|------------------------|
| | No. | | | Percentage to total | |
| 172 | 118 | | | 68.60 | |
| | Teaching | Government Service | Private Service | Total | Percentage to total |
| 172 | 52 | 15 | 9 | 76 | 44.19% |

TABLE VI

Statement of Ranks obtained by Officers recruited to I.F.S.

| Year of examination | Total re-recruited | RANKS | | | | | | | |
|---------------------|--------------------|-------|-------|-----------------------|-------|-----------|-----------|----------------|----------------|
| | | 1—10 | 11—20 | 21—30 | 31—40 | 41—50 | 51—60 | 61—100 | 101 and below |
| 1947 | 6 | 3 | 2 | — | — | .. | .. | .. | 1 (SC) |
| 1948 | 4 | 3 | — | — | 1 | .. | .. | .. | .. |
| 1949 | 3 | 2 | .. | 1 | — | .. | .. | .. | .. |
| 1950 | 4 | 3 | 1 | .. | .. | .. | .. | .. | .. |
| 1951 | 5 | 3 | 2 | .. | .. | .. | .. | .. | .. |
| 1952 | 7 | 2 | 3 | 2 | .. | .. | .. | .. | .. |
| 1953 | 4 | 4 | .. | .. | .. | .. | .. | .. | — |
| 1954 | 8 | 2 | 2 | 2 | 1 | .. | 1 | .. | .. |
| 1955 | 11 | 4 | 3 | 4 | .. | .. | .. | .. | — |
| 1956 | 10 | 1 | 1 | 3 | 1 | 3 | 1 | .. | — |
| 1957 | 10 | 4 | 3 | 1 | .. | 2 | .. | .. | — |
| 1958 | 10 | 2 | 4 | 2 (One of them ST) | 1 | .. | 1 (SC) | .. | — |
| 1959 | 9 | 2 | 3 | 2 | 2 | .. | .. | .. | .. |
| 1960 | 10 | 3 | 1 | 1 | 3 | 1 | .. | 1 | .. |
| 1961 | 15 | 2 | 5 | 1 | 2 | 1 (SC) | — | 4 (SC & ST) | — |
| 1962 | 16 | 6 | 1 | .. | 2 | 3 | — | 4 (SC) | — |
| 1963 | 19 | 3 | 2 | 3 | 3 | 4 | .. | .. | 4 (SC & ST) |
| 1964 | 21 | 1 | 4 | 2 | 5 | 6 | .. | .. | 3 (SC & ST) |
| TOTAL | 172 | 50 | 37 | 24 | 21 | 20 | 3 | 9 | 8 |

SC—Scheduled Castes.

ST—Scheduled Tribes.

TABLE VII

Analysis of proportionate share of recruitment to the Indian Foreign Service (excluding SC & ST candidates) from among the first 50 ranks recommended by the U.P.S.C. for the Service

| Year of examination | I. F. S. Recruit- ment | Total IAS/ IFS Re- cruitment | Proportion- ate IFS quota out of first 10 in the ratio of col. 2 to col. 3 | Actual I.F.S. intake out of first 10 | Proportion- ate IFS quota out of first 20 in the ratio of col. 2 to col. 3 | Actual I.F.S. intake out of first 20 |
|---------------------|------------------------------|---------------------------------------|---|--|---|--|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1947 . . . | 5 | 38 | 1.32 | 3 | 2.64 | 5 |
| 1948 . . . | 4 | 37 | 1.08 | 3 | 2.16 | 3 |
| 1949 . . . | 3 | 37 | 0.81 | 2 | 1.62 | 2 |
| 1950 . . . | 4 | 32 | 1.25 | 3 | 2.50 | 4 |
| 1951 . . . | 5 | 43 | 1.16 | 3 | 2.32 | 5 |
| 1952 . . . | 7 | 39 | 1.79 | 2 | 3.58 | 5 |
| 1953 . . . | 4 | 46 | 0.87 | 4 | 1.74 | 4 |
| 1954 . . . | 8 | 56 | 1.43 | 2 | 2.86 | 4 |
| 1955 . . . | 11 | 66 | 1.66 | 4 | 3.32 | 7 |
| 1956 . . . | 10 | 82 | 1.22 | 1 | 2.44 | 2 |
| 1957 . . . | 10 | 72 | 1.39 | 4 | 2.78 | 7 |
| 1958 . . . | 8 | 58 | 1.38 | 2 | 2.76 | 6 |
| 1959 . . . | 9 | 75 | 1.20 | 2 | 2.40 | 5 |
| 1960 . . . | 10 | 83 | 1.21 | 3 | 2.42 | 4 |
| 1961 . . . | 10 | 83 | 1.21 | 2 | 2.42 | 7 |
| 1962 . . . | 12 | 87 | 1.38 | 6 | 2.76 | 7 |
| 1963 . . . | 15 | 112 | 1.34 | 3 | 2.68 | 5 |
| 1964 . . . | 18 | 125 | 1.44 | 1 | 2.88 | 5 |

NOTE : The above figures do not include SC & ST candidates recruited against reserved vacancies. In the year 1958, however, one ST candidate who entered the IFS by virtue of his position in the general list has been included.

TABLE VII—(contd.)

Analysis of proportionate share of recruitment to the Indian Foreign Service (excluding SC & ST candidates) from among the first 50 ranks recommended by the U.P.S.C. for the Service.

| Year of examination | Proportionate IFS quota out of first 30 in the ratio of col. 2. to col. 3 | Actual I.F.S. intake out of first 30 | Proportionate IFS quota out of first 40 in the ratio of col. 2 to col. 3 | Actual I.F.S. intake out of first 40 | Proportionate I.F.S. quota out of first 50 in the ratio of col. 2 to col. 3 | Actual I.F.S. intake out of first 50 |
|---------------------|---|--------------------------------------|--|--------------------------------------|---|--------------------------------------|
| 1 | 8 | 9 | 10 | 11 | 12 | 13 |
| 1947 . . . | 3.96 | 5 | 5.28 | 5 | 6.60 | 5 |
| 1948 . . . | 3.24 | 3 | 4.32 | 4 | 5.40 | 4 |
| 1949 . . . | 2.43 | 3 | 3.24 | 3 | 4.05 | 3 |
| 1950 . . . | 3.75 | 4 | 5.00 | 4 | 6.25 | 4 |
| 1951 . . . | 3.48 | 5 | 4.64 | 5 | 5.80 | 5 |
| 1952 . . . | 5.37 | 7 | 7.16 | 7 | 8.95 | 7 |
| 1953 . . . | 2.61 | 4 | 3.48 | 4 | 4.35 | 4 |
| 1954 . . . | 4.29 | 6 | 5.72 | 7 | 7.15 | 7 |
| 1955 . . . | 4.98 | 11 | 6.64 | 11 | 8.30 | 11 |
| 1956 . . . | 3.66 | 5 | 4.88 | 6 | 6.10 | 9 |
| 1957 . . . | 4.17 | 8 | 5.56 | 8 | 6.95 | 10 |
| 1958 . . . | 4.14 | 8 | 5.52 | 9 | 6.90 | 9 |
| 1959 . . . | 3.60 | 7 | 4.80 | 9 | 6.00 | 9 |
| 1960 . . . | 3.63 | 5 | 4.84 | 8 | 6.05 | 9 |
| 1961 . . . | 3.63 | 8 | 4.84 | 10 | 6.05 | 10 |
| 1962 . . . | 4.14 | 7 | 5.52 | 9 | 6.90 | 12 |
| 1963 . . . | 4.02 | 8 | 5.36 | 11 | 6.70 | 15 |
| 1964 . . . | 4.32 | 7 | 5.76 | 12 | 7.20 | 18 |

NOTE: The above figures do not include SC & ST candidates recruited against reserved vacancies. In the year 1958, however, one ST candidate who entered the IFS by virtue of his position in the general list has been included.

TABLE VIII

Classes obtained by I.F.S. recruits in their last Degree Examinations.

| Year of Examination | I Classes | | II Classes | | III Classes | | Total | |
|---------------------|-----------|----|------------|----|-------------|----|---------|----|
| | SC & ST | | SC & ST | | SC & ST | | SC & ST | |
| 1947 . . . | 3 | .. | 2 | 1 | .. | .. | 5 | 1 |
| 1948 . . . | 3 | .. | 1 | .. | .. | .. | 4 | .. |
| 1949 . . . | 3 | .. | .. | .. | .. | .. | 3 | .. |
| 1950 . . . | 1 | .. | 3 | .. | .. | .. | 4 | .. |
| 1951 . . . | 2 | .. | 2 | .. | 1 | .. | 5 | .. |
| 1952 . . . | 3 | .. | 4 | .. | .. | .. | 7 | .. |
| 1953 . . . | 2 | .. | 2 | .. | .. | .. | 4 | .. |
| 1954 . . . | 4 | .. | 4 | .. | .. | .. | 8 | .. |
| 1955 . . . | 6 | .. | 4 | .. | 1 | .. | 11 | .. |
| 1956 . . . | 3 | .. | 7 | .. | .. | .. | 10 | .. |
| 1957 . . . | 5 | .. | 5 | .. | .. | .. | 10 | .. |
| 1958 . . . | 2 | .. | 4 | 1 | 2 | 1 | 8 | 2 |
| 1959 . . . | 4 | .. | 5 | .. | .. | .. | 9 | .. |
| 1960 . . . | 4 | .. | 6 | .. | .. | .. | 10 | .. |
| 1961 . . . | 5 | .. | 5 | 4 | .. | 1 | 10 | 5 |
| 1962 . . . | 7 | .. | 5 | 1 | .. | 3 | 12 | 4 |
| 1963 . . . | 5 | 1 | 10 | 2 | .. | 1 | 15 | 4 |
| 1964 . . . | 5 | .. | 11 | 1 | 2 | 2 | 18 | 3 |
| TOTAL. . . | 67 | 1 | 80 | 10 | 6 | 8 | 153 | 19 |

TABLE IX

Aggregate Marks, year-wise, obtained by IFS recruits (excluding SC & ST candidates).

| Year | Percentage of candidates obtaining above 65% to total recruited into I.F.S. | Percentage of candidates obtaining between 60% and 64% to total recruited into IFS. | Percentage of candidates obtaining between 55% and 59% to total recruited into IFS. | Percentage of candidates obtaining between 50% and 54% to total recruited into IFS. | Percentage of candidates obtaining below 50% to total recruited into I.F.S. |
|------|---|---|---|---|---|
| 1947 | 40 | 60 | .. | .. | .. |
| 1948 | .. | 50 | 25 | 25 | .. |
| 1949 | .. | 33·33 | 33·33 | 33·34 | .. |
| 1950 | .. | 50 | 50 | .. | .. |
| 1951 | .. | 40 | 60 | .. | .. |
| 1952 | .. | 14·29 | 57·14 | 28·57 | .. |
| 1953 | .. | 50 | 50 | .. | .. |
| 1954 | .. | 12·50 | 12·50 | 62·50 | 12·50 |
| 1955 | 9·10 | .. | 45·45 | 45·45 | .. |
| 1956 | 10 | .. | 10 | 80 | .. |
| 1957 | 20 | 20 | 30 | 30 | .. |
| 1958 | .. | 12·50 | 75·00 | 12·50 | .. |
| 1959 | .. | 11·11 | 44·44 | 44·45 | .. |
| 1960 | .. | 10 | 50 | 40 | .. |
| 1961 | .. | 70 | 30 | .. | .. |
| 1962 | 16·67 | 33·33 | 50 | .. | .. |
| 1963 | .. | 6·67 | 53·33 | 40 | .. |
| 1964 | .. | 5·55 | 77·78 | 16·67 | .. |